



**AGENDA**  
**BREVARD BOARD OF ADJUSTMENT - REGULAR MEETING**  
**Tuesday, September 2, 2025 - 3:00 PM**  
**City Council Chambers**

**I. Welcome**

**II. Introduction of Board Members**

**III. Certification of Quorum**

**IV. Approval of Agenda**

**V. Approval of Minutes**

- a. Draft Minutes 2025.08.05

**VI. New Business**

- a. Consideration of Rehearing Request of Linda Curran - 188 Ashworth Dr, VAR-25-001
- b. Consideration of Administrative Appeal APL-25-001 - Tracy Harvey, 123 S. Johnson St.

**VII. Unfinished Business**

**VIII. Remarks**

**IX. Adjourn**

---

Agenda Posted, Website 08.26.2025  
M. Baker, Board Clerk

*To review Agenda materials, go to the City's website [www.cityofbrevard.com](http://www.cityofbrevard.com). Select "Your Government" tab followed by "Agenda Packet" tab. Agenda packet materials are posted on Friday afternoon prior to the meeting.*

**MINUTES**  
**BREVARD BOARD OF ADJUSTMENT REGULAR MEETING**  
**Tuesday, August 5<sup>th</sup>, 2025- 3:00 PM**

The Brevard Board of Adjustment (BOA) met for a regular meeting on Tuesday May 6<sup>th</sup>, 2025, at 3:00 PM.

Members Present: Peter Offen, Chair  
Tad Fogel, Vice Chair  
Reid Wood  
Jackson Tate  
Alan Mercaldo

Staff Present: Katherine Poe, Planner  
Madalin Baker, Board Clerk  
Paul Ray, Planning Director

**I. WELCOME**

Chair, Peter Offen, called the meeting to order at 3:00 PM and welcomed those present.

**II. INTRODUCTION OF BOARD MEMBERS**

Board members and Staff introduced themselves.

**III. CERTIFICATION OF QUORUM**

P. Offen had the Clerk certify that a quorum of the Board was present.

**IV. APPROVAL OF AGENDA**

Motion to amend the agenda to add approval of May draft minutes by T. Fogel, seconded by A. Mercaldo, carried unanimously.

**V. APPROVAL OF MINUTES**

T. Fogel motioned to approve the May minutes as written, P. Offen seconded, carried unanimously.

R. Wood motioned to approve the June draft minutes as written, A. Mercaldo seconded, passed unanimously.

**VI. NEW BUSINESS – None.**

**VII. UNFINISHED BUSINESS**

- a. Consideration of Continued SUP-25-002 – 107 S. Johnson St.  
Reading from K. Poe’s staff report, P. Offen noted that the applicant of SUP-25-002 had withdrawn their application.

**IX. REMARKS**

None.

**X. ADJOURN**

R. Wood moved to adjourn the meeting, seconded by T. Fogel. The motion carried unanimously. The meeting was adjourned at 3:04 PM.

---

Peter Offen, Chair

---

Madalin Baker, Board Clerk

DRAFT

**STAFF REPORT**  
**Board of Adjustment, Tuesday, September 2, 2025**

**Title:** Consideration of Rehearing Request of Linda Curran - 188 Ashworth Dr, VAR-25-001

**Speaker:** Katherine Poe

**Prepared by:** Katherine Poe, Planner/Assistant Zoning Administrator

**Approved by:** Paul Ray, Planning Director

## **Board Procedures for Rehearing**

The Board will hear a request for a rehearing of VAR-25-001 by the applicant. The Board must determine whether there has been a substantial change in facts, evidence, or conditions in the case. A rehearing shall be denied by the board, if, in its judgment, a prima facie case for such change has not been alleged. Approval of said consideration shall, however, require an affirmative vote of at least four-fifths of the board for a variance.

## **Background**

The applicant, Linda Curran, owns property at 188 Ashworth Ave, which is located in the General Residential-8 (GR-8) zoning district and within the City’s municipal limits. The parcel identification number is 8585-46-5877-000.

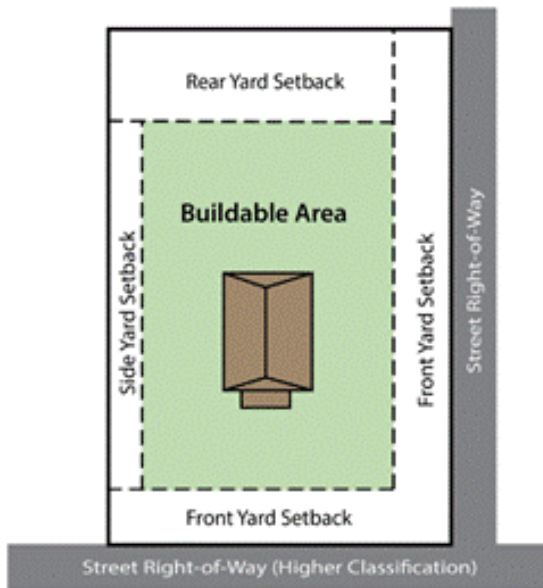
The applicant is requesting a variance of nine (9) feet from the Unified Development Ordinance’s (UDO) Chapter 2.7.2 principal structure setback of 15’ in the front yard, resulting in a six (6) foot setback. The previous variance request by the applicant was for fifteen (15) foot variance, which was denied by the Board.

Notice of the hearing was advertised and posted on the property in accordance with North Carolina General Statute §160D-406.

## **Discussion**

The applicant’s property has street frontage along two Right-of-Ways, Ashworth Ave and Turnpike Rd. Per UDO 2.7.4.A, “any structure on any lot that fronts on more than one street

shall comply with the minimum front yard setback requirement for each street upon which



the lot fronts.”

The UDO establishes setbacks for primary structures (and accessory structures within 6’ of the primary structure) as below:

District	Front Yard Setback	Rear Yard Setback	Side Yard Setback
GR (4, 8)	15 feet	25 feet	6 feet
RMX	10 feet	25 feet	6 feet
NMX	Edge of <u>right-of-way</u>	10 feet	0 feet / 10 feet from <u>residential district</u>
PGX	15 feet	10 feet	6 feet
DMX	Edge of right-of-way	0 feet	0 feet
CMX	10 feet	10 feet / 25 feet from residential district	0 feet / 10 feet from residential district
IC	40 feet	40 feet	40 feet
GI	15 feet	10 feet / 25 feet from residential district	10 feet / 25 feet from residential district
CZD	To be determined by approving authority		

The applicant built a new deck that would require a 15’ setback off the property line that faces Turnpike Rd per the UDO.

The deck has been reduced, and the maximum variance request is now for nine (9) feet.

The applicant claims the house has drainage problems due to the slope of the surrounding

houses and the path the stormwater flows. She will be presenting evidence of the stormwater problems at her house.

## Standards for the Granting of Variances

In order to grant the variance, *all the* conditions below must be met:

1. Unnecessary hardship would result from the strict application of the regulations. It shall not be necessary to demonstrate that, in the absence of the variance, no reasonable use can be made of the property.
2. The hardship results from conditions that are peculiar to the property, such as location, size, or topography. Hardships resulting from personal circumstances, as well as hardships resulting from conditions that are common to the neighborhood or the general public, may not be the basis for granting a variance.
3. The hardship did not result from actions taken by the applicant or the property owner. The act of purchasing property with knowledge that circumstances exist that may justify the granting of a variance shall not be regarded as a self-created hardship.
4. The requested variance is consistent with the spirit, purpose, and intent of the regulations, such that public safety is secured, and substantial justice achieved. Substantial justice is not achieved when granting the variance would be injurious to the neighborhood or to the general welfare.

Economic hardship or the fact that property may be utilized more profitably with a variance shall not constitute an unnecessary hardship. In its motion the Board should include Findings of Fact to support each of the items listed above.

### **Attachments:**

1. Rehearing Request
2. Reduced Deck

Lindy Curran  
188 Ashworth Ave  
Brevard NC 28712  
Lindycurran@gmail.com  
239.272.1329

May 18, 2025

Brevard Board Of Adjustment  
Brevard NC

Subject: Request for rehearing and variance reconsideration 188 Ashworth Ave

Dear Members of the Brevard Board of Adjustment,

I am writing to respectfully request a rehearing regarding the denial of my variance application for constructing a deck at my property located at 188 Ashworth Ave. I appreciate your time and consideration of my circumstances and respectfully ask that you review the specifics of my case before reaching a decision.

### **Background and Hardship Justification**

My property is a corner lot, which is considered to have 2 front yards. The lot is situated at the bottom of the hill, receiving runoff from properties above, causing water pooling and historically leading to water intrusion into my crawl space. After the home was built, water issues persisted, leading to the installation of a sump pump and encapsulation of the crawl space.

I seek to build a deck that would encroach into the setbacks by approximately 5 feet on one side and 9 feet on the other, located where a door was initially constructed during the homes build. The deck would sit within the perimeter fence and is intended to improve the usability and appearance of my property.

### **Efforts to Document and Address Water Issues**

I attempted to obtain updated Lidar data, however the last survey was completed in 2018, prior to the development of my property and neighboring ones. A new Lidar or topographical survey would be costly and time consuming.

I was advised that the city should have required a grading or drainage survey during the development process, but no records of such inspections or permits are available.

Neighboring property owners are undertaking drainage improvements, including installing drainage pipe and retaining wall, which could impact my lot.

Contractors have advised that sump pumps are the most feasible solution for maintaining dry conditions, as drainage pipes would be less effective given the wetness of my lot.

### **Comparison Alternatives and Material Considerations**

I have explored alternatives such as filling and pouring a slab, which are considered landscaping under code but serve similar functions as a deck. However, a concrete or fill structure is more prone to erosion and less durable over time. The deck sitting above the wet

area offers more sustainable and visually appealing solution. Letters supporting the deck from surrounding neighbors have been previously submitted. The deck location aligns with the original construction and enhances the properties functionality and appearance.

### **Unified Development Ordinance Chapter 2.7.2**

I understand that the city of Brevard's Unified Development Ordinance Chapter 2.7.2 specifies a minimum front yard setback of 15 feet. However I am seeking approval to construct a deck with a reduced setback, as described below.

#### **Project Detail**

The proposed deck will be 12 feet in depth.

One side of the house, the deck will extend into the setback by approximately 5 feet. Resulting in a setback of 10 feet.

On the other side, it will extend into the setback by about 9 feet, resulting in a setback of 6 feet.

The resulting distance will still comply with or be close to the setback requirements, maintaining a minimal encroachment.

#### **Justification For Variance**

##### **1. Minimal impact on Surroundings**

The proposed setback reductions are modest and will not adversely affect neighboring properties or the overall aesthetics of the neighborhood. The decks location minimizes visual intrusion and does not obstruct views or access.

##### **2. Neighborhood Context**

Similar structures and decks in the neighborhood have been constructed within comparable setback distances demonstrating that the proposed variance aligns with existing residential patterns.

##### **3. Property Use and Enhancement**

The deck will enhance the usability and enjoyment of my property without compromising public safety or welfare. It will be constructed in a manor consistent with existing structures and will not interfere with any other setbacks or utility easements.

##### **4. Unique Circumstances**

The lots corner location and existing setback configuration create circumstances that make strict adherence to the 15 foot setback challenging, especially when maintaining functional outdoor space.

#### **North Carolina Hardship Laws**

i sought to build a deck within the perimeter fence to enhance my property's usability and safety. However my variance was denied, reportedly because I did not sufficiently demonstrate hardship meeting the 4 NC hardship criteria. I believe the natural topography, ongoing drainage issue, and the lots history constitute exceptional circumstances that justify the variance.

**1. The hardship is due to exceptional or extraordinary conditions related to the property itself (not general conditions affecting all properties in the area)**

My lot is uniquely situated at the bottom of a hill, receiving runoff from higher elevations, which causes persistent water pooling.

The natural topography and water flow are specific to my property and not shared by neighboring lots.

Historically water intrusion issues, despite mitigation measures, demonstrate the exceptional conditions of my lot.

A deck design is more compatible with the lots conditions and that it would improve usability without exacerbating additional water issues.

**2. The hardship is not caused by the applicants own action or negligence**

The home was built following all city permits and inspections available at the time.

The water issues predate my ownership and are due to the natural land conditions, not any neglect or improper development on my part.

**3. The variance is necessary to enable reasonable use and enjoyment of the property**

Building a deck in the proposed location would significantly enhance my properties usability, safety, and appearance.

Without the variance, I am limited in how I can improve or use my property effectively given the water challenges.

**4. The hardship would not be alleviated by the applicants own actions, and granting a variance would not provide a special privilege not available to others in the area**

Alternatives like concrete slabs or fill are less durable and more prone to erosion, making the deck the most practical solution.

The proposed smaller deck would not grant me a special privilege but would instead address the unique conditions of my lot.

The variance would not confer a benefit beyond what is necessary to accommodate the specific hardships of my property.

**Request for Reconsideration**

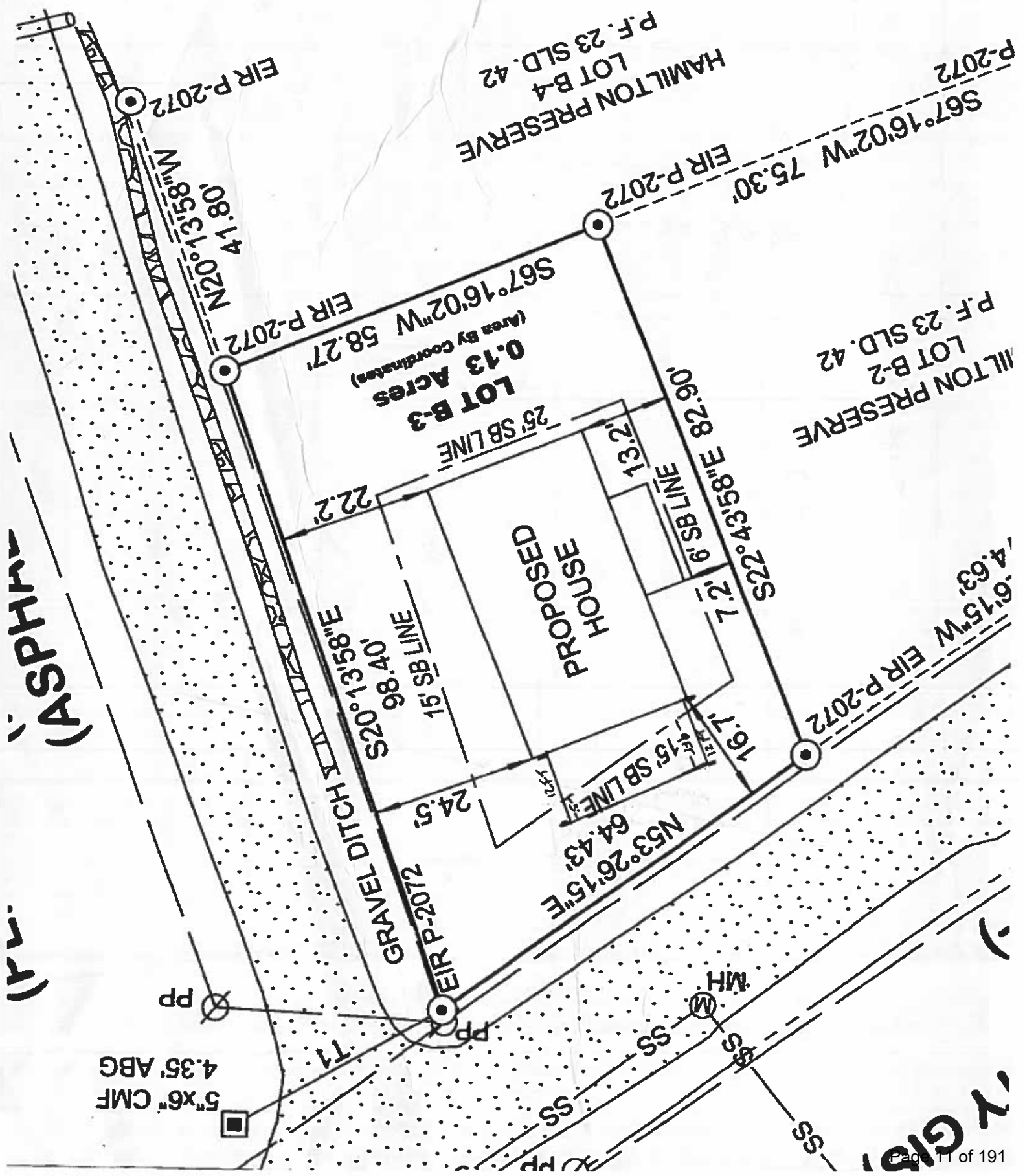
Given the circumstances, I kindly request the Board of Adjustment consider my case anew. I am proposing a smaller deck that would not encroach as far into the setbacks, which I believe balances the needs of my property with the requirements of the zoning regulations.

I appreciate the considerations from the previous hearing and have taken steps to address potential concerns about any visual impact and neighborhood compatibility. In am committed to working with the city to ensure that this project aligns with city standards.

Additionally I respectfully ask that the Board consider visiting my lot in person to better understand the site conditions, water flow, and the practical implications of my proposed deck.

Thank you very much for your time and understanding. I am willing to provide any additional documentation or meet with the Board to discuss this matter further.

Sincerely,  
Lindy Curran



(ASPH)

(RV)

5"X6" CMF  
4.35' ABC

EIR P-2072

EIR P-2072

0.13 Acres  
(Area By Coordinates)  
S67°16'02"W 58.27'

HAMILTON PRESERVE  
LOT B-4  
P.F. 23 SLD. 42

EIR P-2072

S67°16'02"W 75.30'  
EIR P-2072

HAMILTON PRESERVE  
LOT B-2  
P.F. 23 SLD. 42

PROPOSED HOUSE

S20°13'58"E 98.40'  
15' SB LINE

22.2'

S22°43'58"E 82.60'  
13.2'  
7.2'  
15' SB LINE

N53°26'15"E 64.43'  
15' SB LINE

GRAVEL DITCH  
EIR P-2072

PP

T1

PP

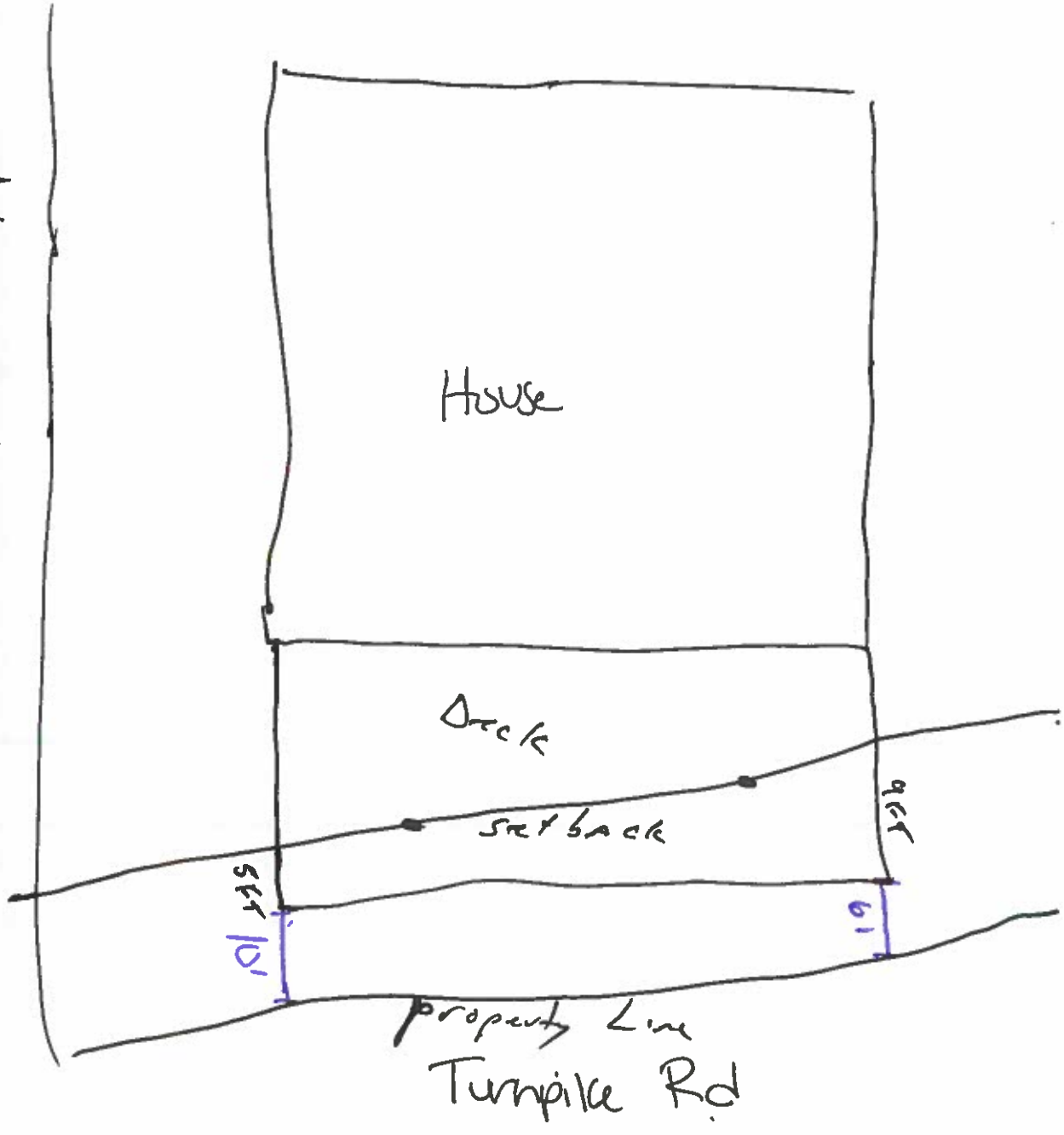
MH

SS

SS

SS

Ashworth Ave





Address: 188 Astinworth Ave  
BREVARD NC 25712

Phone: 239 272-1329 Email: LindyCorrigan@gmail.com

ATTACH AGENT FORM IF THE APPLICANT IS NOT OWNER

DATE: 5/15/25

APPLICANT'S SIGNATURE Lindy Corrigan

Please refer to the City of Brevard Planning Department Board of Adjustment Category III Application Timeline for Variances.

VARIANCE REQUEST TO BE HEARD BY BOA ON: \_\_\_\_\_



**STAFF REPORT**

**Board of Adjustment, Tuesday, September 2, 2025**

**Title:** Consideration of Administrative Appeal APL-25-001 - Tracy Harvey, 123 S. Johnson St.

**Speaker:** Mack McKeller, City Attorney  
Paul C. Ray

**Prepared by:** Paul Ray, Planning Director

**Approved by:** Wilson Hooper, City Manager

**STAFF REPORT**

**Board of Adjustment, September 2, 2025**

**Title: Appeal of Administrative Zoning Determination for 107 South Johnson Street (SUP-25-002)**

**Speaker:** Mack McKeller, City Attorney and Paul C. Ray, Planning Director

**Prepared by:** Paul C. Ray, Planning Director

**Approved by:** Wilson Hooper, City Manager

Appellant: Tracy Harvey, 123 S. Johnson St. LLC  
Subject of Zoning Determination: 107 S. Johnson Street  
Property Owner: Transylvania County Children’s Center  
Proposed Use: Boarding House – The Haven

**Purpose**

The purpose of this report is twofold:

1. To inform the Board of Adjustment that an appeal has been filed regarding the Planning Director’s zoning interpretation related to a proposed use at 107 South Johnson Street. (Exhibit 1)
2. To explain and support the Planning Director’s determination that the proposed use, as revised and described in the second zoning request submitted by Whitfield-Cargile Law, PLLC on behalf of the Haven and dated July 7, 2025, constitutes a “rooming or boarding house” as defined in the City’s Unified Development Ordinance (UDO), and not a “shelter”, and therefore does not require a Special Use Permit in the GR-8 district. (Exhibit 2)

**Background**

April 17, 2025: The Haven submitted an application for a Special Use Permit (SUP-25-002) to operate a women’s shelter at 107 South Johnson Street. (Exhibit 3) The subject property is zoned General Residential (GR-8). Within this district, a shelter is a permitted use only

with the issuance of a Special Use Permit by the Board of Adjustment.

May 5, 2025: Letters were mailed to nearby property owners inviting them to an optional neighborhood compatibility meeting, giving them a chance to meet with the applicant later that month to learn about the SUP request. There was a large attendance on May 29<sup>th</sup>, and City Staff was there to explain the SUP approval process.

May 16, 2025: Public notice was issued by mailing letters, posting of the property and advertising in the Transylvania Times newspaper.

June 3, 2025: A quasi-judicial hearing began, at which time the applicant requested to table the matter to the August meeting, citing the need for additional time to work with staff on the nature of the application. The BOA granted the request and the matter was tabled.

June 5, 2025, Whitfield-Cargile Law, PLLC representing The Haven submitted a letter to the Planning Department requesting a zoning determination citing the proposed use of 107 S. Johnson Street more closely resembles a rooming or boarding house, which is a use permitted by right in the GR-8 zoning district.(Exhibit 4) Since there was little to no change to the Haven's operational model, the Planning Director maintained the proposed use was a homeless shelter requiring them to continue undergoing the Special Use Permit process to operate in that fashion. (Exhibit 5)

July 7, 2025: The Haven submitted a second request for a zoning determination, this time withdrawing their Special Use Permit application and submitting a revised operational model for the proposed use of 107 S. Johnson Street. (Exhibit 6) The revised use removed references to in-house support services and clarified the property would house 3-4 residents, each paying a membership fee, under a written agreement, and that the residents would be limited to "Haven alumni" individuals who had previously completed programming and demonstrated housing stability. Based on the new information provided in the second request, with revisions to the Haven's operational model at this location, the Planning Director issued an Administrative Zoning Determination classifying the proposed use as a rooming or boarding house under the UDO. (Exhibit 2)

## **Discussion**

When the City's development regulations are silent, ambiguous, or lack a definition, the Planning Director, as the designated zoning administrator, is authorized by state law and the City's code to seek further clarification outside of the City's code and interpret such provisions using the ordinary meaning of terms, established planning references, the stated intent of the ordinance or applicable precedent. In making this zoning decision, the Planning Director also referenced two books of development definitions:

## **Definition of Uses**

Per the City of Brevard Unified Development Ordinance (UDO):

- Shelter: “A nonprofit, charitable, or religious organization providing boarding and/or lodging and ancillary services on its premises primarily to persons temporarily in crisis such as those experiencing family violence, natural disaster, fire, economic distress, neighborhood violence, and homelessness.”
- Rooming or Boarding House: “Short or long-term accommodations that serve a specific group or membership such as a dormitory, fraternity or sorority house, or similar accommodations, or single room occupancy units that may provide a number of related services including, but not limited to housekeeping, meals, and laundry services; excludes hotels, motels, inns, bed and breakfasts, and short-term rentals.”

*The Complete Illustrated Book of Development Definitions - Fourth Edition; Moskowitz*

- Rooming House: “A house in which lodgers rent one or more rooms for one or more nights, and sometimes for extended periods of time, and in which common areas or services, such as laundry, cleaning and dining may be provided.”
- Boardinghouse: “A dwelling unit or part thereof in which, for compensation, lodging and meals are provided and personal and financial services may be offered.”
- Homeless Shelter: “A facility providing temporary housing to indigent, needy, or homeless persons.”

*A Planner’s Dictionary, by American Planning Association*

- Boarding house: “A single-family dwelling where more than two, but fewer than six rooms are provided for lodging for definite periods of times. Meals may or may not be provided, but there is one common kitchen facility. No meals are provided to outside guests. (Champaign, Ill.)

“An establishment with lodging for five or more persons where meals are regularly prepared and served for compensation and where food is placed upon the table family style, without service or ordering of individual portions from a menu.” (Venice, Fla.)

“A building, other than a hotel or motel, where lodging or rooms, or both, are provided for compensation, whether directly or indirectly.” (Santa Rosa, Calif.)

“A building other than a motel or hotel where, for compensation and by prearrangement for definite periods, meals or lodging are provided for three or more persons, but not to exceed eight persons.” (Mora, Minn.)

- Rooming house: “Residential building with three or more sleeping rooms for lodgers, and wherein no dining facilities are maintained for the lodger, as distinguished from a boarding house.” (Homestead, Fla.)

“A building in which three or more rooms are rented and in which no table board is furnished.” (Danville, N.Y.)

“A building with not more than five guest rooms where lodging is provided for compensation pursuant to previous arrangements, but not open to public or overnight guests. The term includes a lodging house.” (Belmont, Calif.)

“Any building or part of any building or dwelling unit occupied by more than three persons who are not a family or by a family and more than two other persons and where a fee or other consideration is charged for periods of occupancy usually longer than one night and where a bathroom or toilet room is shared. This term includes any building or part of any building in which one or more persons share a toilet room or bathroom with the occupants of one or more second-class dwelling units, as defined in local code.” (Milwaukee, Wisc.)

- Shelter: “A facility providing temporary protective sanctuary for victims of crime or abuse, including emergency housing during crisis intervention for individuals, such as victims of rape, child abuse, or beatings.” (Blacksburg, Va.)

“A structure or part of a structure used for the temporary sheltering of abused individuals or the homeless. Qualified supervision and care shall be provided for those housed in the facility.” (Glen Ellyn, Ill.)

The following comparison provides a snapshot of distinctions between a shelter and a rooming/boarding house based on the aforementioned definitions:

**Factor Shelter Rooming/Boarding House**

Primary Purpose	Humanitarian mission providing temporary refuge and assistance to individuals in immediate crisis.	Residential accommodation for a defined group or paying residents; not focused on immediate crisis intervention.
Population Served	People experiencing emergencies such as homelessness, domestic	Students, workers, members of an organization, or

Duration of Stay	violence, natural disaster, or other urgent need. Short-term and transitional lasting typically days, weeks, or a few months until the immediate crisis is resolved.	unrelated individuals seeking housing. May be short-term or long-term, often months or years; intended as stable living arrangements.
Services Offered	Lodging plus crisis-related support such as case management, counseling, or referral to social services.	Lodging with optional convenience services (meals, laundry, housekeeping); no staffing and supervision and no structured crisis intervention.
Business Model	Nonprofit, charitable, or religious organizations typically not-for-profit, often supported by donations or grants.	Fee-based arrangement operates as a residence for compensation.
Zoning Implication	Treated as a social service use; regulated based on need for supportive services and potential neighborhood impacts.	Treated as a residential use; regulated as a dwelling with possible shared facilities.

**Cont. Discussion**

Based on this information, the Planning Director determined that the facility no longer fits the category of homeless shelter because it does not accommodate people actively in crisis and is not providing support services onsite. Furthermore, the revised model reflects a rooming or boarding house, as it entails private rental arrangements for unrelated individuals paying a fee to reside in a shared dwelling without programming or onsite supervision.

**Notification of Appeal**

Notice of the quasi-judicial public hearing, pursuant to the UDO and state law, was duly and timely given. The property subject to the decision was posted and the hearing was properly advertised.

**Staff Recommendation**

The Board of Adjustment’s Role in this case is to determine whether the Planning Director erred in interpreting the revised proposal as a rooming or boarding house based on the accuracy of the interpretation and facts provided in the Unified Development Ordinance and supplemental material. Staff maintains the proposed use of 107 South Johnson Street by the Haven constitutes a rooming or boarding house, a use permitted by right in the GR-8 zoning district.

**Supporting References**

North Carolina General Statutes – G.S. 160D-403(c) (administrative interpretations), G.S. 160D-406(k) (appeals to Board of Adjustment).

Moskowitz, Harvey S., Lindbloom, Carl G., and Lindbloom, David – The Complete Illustrated Book of Development Definitions, Fourth Edition (Rutgers University Center for Urban Policy Research, 2015) – compiles over 2,500 planning and zoning definitions, including boarding house, rooming house, and shelter.

Owens, David W. – Introduction to Zoning, UNC School of Government (2020): “If a zoning term is not defined in the ordinance, the administrator should use the term’s common meaning, as found in dictionaries, case law, or professional planning literature.”

American Planning Association – A Planners Dictionary (PAS Report 521/522, 2004) – provides standardized definitions for land use terms, including boarding house, shelter, and related uses, emphasizing intent, population served, and services offered.

**Attachments:**

1. Harvey Appeal Packet
2. Final Administrative Zoning Determination\_ The Haven SUP-25-002
3. Haven\_SUP\_Application
4. First Request\_for\_Administrative\_Zoning\_Determination
5. First Administrative Zoning Determination
6. Second Request for Zoning Determination Paul Ray 7.7.2025 Revised
7. Permit\_Rooming\_House\_Boarding\_House



Pisgah Tax & Accounting  
123 South Johnson Street  
Brevard, North Carolina 28712  
828-384-7399 | 828-966-7573 fax | pisgahtax.com

July 15, 2025

Paul Ray, Planning Director  
Board of Adjustment  
City of Brevard  
95 East Main Street  
Brevard, North Carolina 28712

**Petition for Appeal of the Administrative Zoning Determination**  
**Re: Zoning Classification of Proposed Use of 107 South Johnson Street, SUP-25-002**

Dear Mr. Ray and Members of the Board of Adjustment,

I appreciate Paul Ray for taking the time to meet with me last week. Please accept this as my formal appeal regarding the Administrative Zoning Determination for the Haven's proposed use of 107 South Johnson Street (SUP-25-002) (herein, "the Subject Property"), and the subsequent ruling that the Subject Property will now be used as a boarding house.

**Basis for Standing**

Ownership

Tracy Harvey is the sole owner and member of 123 S. Johnson St. LLC, which owns the property located at 123 S. Johnson St. (See submission #1 to include sales documents, property deed, and Articles of Incorporation).

Proximity

My property located at 123 S. Johnson St. (owned by 123 S. Johnson St. LLC) shares a property line with the Subject Property that extends 164.24 feet. (See submission #2 survey of property).

Special Damages

The proposed use of the Subject Property does not comply with the required standards for general residential and will harm my property including but not limited to: diminution of value, impact on current approved business use, potential safety and nuisance concerns.

August 20, 2025

## Statement of Facts

The Subject Property is owned by the Transylvania County Children's Center (herein, "the Center"). The Center has leased the property to the Haven of Transylvania County (herein, "the Haven"), a non-profit serving homeless individuals and families in Transylvania County. The Haven originally applied to operate a shelter at the location, then changed their application to apply as a boarding house to circumvent zoning restrictions. The zoning board denied their application as a boarding house, then later changed their determination based on changes made to the application.

The Subject Property is zoned as general residential (GR-8). As such, its use as a shelter would require a Special Use Permit, while use as a boarding house would not. The Special Use Permit requires a quasi-judicial hearing of the Board of Adjustment to determine if the shelter meets requirements to ensure that it is compatible with the land uses permitted by right so as to evaluate the potential for adverse impacts on adjacent property and uses.

The Haven submitted an Application for Special Use Permit (SUP 25-002) dated 4/17/25 as a Women's Transitional Center. The original SUP submitted by the Haven stated they were requesting a SUP for "the establishment of a dedicated women's shelter that will serve as a critical resource for our community...At present, we house both men and women in a shared facility. While this allows us to meet immediate needs, it is far from ideal-especially for our female guests who currently make up nearly half of our population. Many of these women are overcoming traumatic circumstances" (Submission #3 Copy of the Application).

The Haven then held an informational meeting with the community outlining their planned use for the facility to provide shelter for female clients experiencing homelessness. During that meeting, the Haven's director and board outlined their current intake procedures as well as the support services offered by the Haven.

During the following meeting of the Board of Adjustors scheduled for June 3, 2025, the Haven withdrew its SUP application. They then submitted an Administrative Zoning Request to change the use of the property from a shelter to a boarding house, stating that "The Haven seeks to operate short- and long-term housing for up to five residents..." and will "facilitate the provision of services to the applicants to assist the residents in their rehabilitation from their previous state of homelessness to independent living...Residents will receive support services to help them grow towards independence by helping them attain stability in their lives, access to essential services and ultimately transition into permanent housing" (Submission #4 Attorney Letter stating proposed use). Paul Ray, the Planning Director, issued an Administrative Zoning Determination that required the Haven to undergo the Special Use Permit application process and stating that the Haven's intent better fit the definition of a shelter (Submission #5 Administrative Zoning Determination).

In its Second Request for Zoning Determination, the Haven modified their proposed use stating that "The Haven will be renting rooms to up to three to four persons at a time who will be paying a fee for membership/occupancy in the boarding house, and who will (be) signing a written agreement as members

<sup>1</sup> Characteristics of Homeless People. *National Institutes of Health*. <https://www.ncbi.nlm.nih.gov/books/NBK218239/>

<sup>2</sup> The Key Factors Contributing to the Persistence of Homelessness. *Multiple Articles cited from Google Scholar*. <https://www.tandfonline.com/doi/full/10.1080/13504509.2022.2120109#abstract>

<sup>3</sup> Recidivism and Federal Bureau of Prisons Programs: Drug Program Participants Released in 2010. *United States Sentencing Commission*. <https://www.ussc.gov/research/research-reports/recidivism-and-federal-bureau-prisons-programs-drug-program-participants-released-2010>

<sup>4</sup> <https://ibo.nyc.ny.us/iboreports/close-to-home-does-proximity-to-a-homeless-shelter-affect-residential-property-values-in-manhattan-2019.html>

August 20, 2025

of the Boarding House in order to be able to reside at the Boarding House. The rooms will be single occupancy. The written agreement will obligate members/occupants to pay a fee (similar to rent) and to comply with rules of the Boarding House. The specific group or membership that will be eligible for housing...are "Haven Alumni"—that is, individuals who have completed the Haven's program to become housed, who have demonstrated stability in their lives, and who have the means to pay the membership, which is similar to rent" (Submission #6 Attorney letter stating proposed use).

On July 7, 2025 Paul Ray issued an Administrative Zoning Determination for the Haven at which point he accepted their application as a boarding house rather than a shelter (Submission #7 Administrative Zoning Determination).

### **Reason for Appeal**

The purpose of the Zoning Administration is to "establish an orderly process by which to develop land within the jurisdiction of the City of Brevard consistent with standard development practices and terminology" with the purpose "to provide a clear and comprehensive development process that is fair and equitable to all interests including the petitioners, affected neighbors, city staff and related agencies." (16.1 Code of Ordinances-City of Brevard)

Per the same Ordinance, the intent is also "to ensure that development is in a manner generally harmonious with surrounding properties and without the endangerment of the health, safety and general welfare of existing, prospective, or future owners, users, surrounding and adjoining properties, and the public..." (Ord. No. 2021-16, § 1(Exh. A), 4-19-21)

I submit that I have standing in the issue as previously indicated. Furthermore, I submit that several violations of the Code of Ordinances have occurred and request that the issue is brought before the Board of Adjustment in the manner required for a Special Use Permit, allowing others with standing in surrounding properties to voice concerns and better understand the intended use of the property.

At question currently is the use as a shelter versus a boarding house. While the Haven has supposedly modified its plans in order to satisfy the concerns of neighboring property owners, they have not met with neighbors to convey that information and seemed to have merely changed verbiage in their proposals in an effort to obtain approval. Per the Haven's very own Form 990 tax return (Submission #8 Form 990), the organization's mission is to "provide shelter to adults and families with children experiencing homelessness." The reference to a resident of the property as a "previously homeless" has simply been altered to "Haven Alumni", both being an individual who came to the Haven in search of an intervention for homelessness.

At issue also seems to be the modification of the programming offered. In the first application, residents would be provided with supportive services. As these were deemed by the Planning Director to be indicative of "persons in crisis" and fitting more cohesively with the definition of a shelter, the second application declared that residents would receive no additional programmatic support. This implied that by their lack of support, they had graduated to a state of no longer needing said support. During our meeting,

<sup>1</sup> Characteristics of Homeless People. *National Institutes of Health*. <https://www.ncbi.nlm.gov/books/NBK218239/>

<sup>2</sup> The Key Factors Contributing to the Persistence of Homelessness. *Multiple Articles cited from Google Scholar*. <https://www.tandfonline.com/doi/full/10.1080/13504509.2022.2120109#abstract>

<sup>3</sup> Recidivism and Federal Bureau of Prisons Programs: Drug Program Participants Released in 2010. *United States Sentencing Commission*. <https://www.ussc.gov/research/research-reports/recidivism-and-federal-bureau-prisons-programs-drug-program-participants-released-2010>

<sup>4</sup> <https://ibo.nyc.ny.us/iboreports/close-to-home-does-proximity-to-a-homeless-shelter-affect-residential-property-values-in-manhattan-2019.html>

August 20, 2025

I asked Paul Ray to clarify why he had changed his understanding of how the residents would “look or be different” from the original occupants served and I did not receive any clear definition of how a resident of the shelter would be different from a “Haven Alumni” resident, nor did it seem clear that residents have undergone any other requirements other than being moved from the current shelter located at 126 Oakdale Street into the Subject Property. The only requirement is that the residents sign an agreement and pay a membership fee—a distinction without a difference for neighboring property owners or their concerns.

Per the rules outlined in the Code of Ordinances and UDO (Ord. No. 2021-16, § 1 (Exh. A), 4-19-21; Ord. No. 2021-21, § 1 (Exh. A), 5-17-21; Ord. No. 2024-04, § 1 (Exh. A), 3-18-24; Ord. No. 2024-23, § 1 (Exh. A), 6-3-24), regarding “Application withdrawal: a. The petitioner may withdraw his or her application before submission to the public notice to the newspaper announcing the legislative hearing. b. After submission of such notice, an application may be withdrawn at the discretion of city council at the legislative hearing. c. No more than one withdrawal may occur on the same parcel of portion of land within a one-year period. d. No application shall be filed on the same parcel or portion of land within a one-year period after the date of the second withdrawal.”

The Haven has now submitted one application for a Special Use Permit and withdrawn that application. The Haven then submitted two different proposals, withdrawing the first, then applying a second time-in contravention of the above-stated rule.

I submit that the intended use of this property is to provide shelter to homeless individuals and that the determination that they are “formerly” homeless due to their staying an indeterminate length of time and having no other programmatic requirements does not alter their state of being unhoused and in crisis. Furthermore, homeless individuals, while a diverse population, tend to have similar challenges and these challenges require supportive services in order to reduce recidivism and successfully assist those in crisis into a permanent housing situation. Lastly, I propose that your very own regulations as stated by your Code of Ordinances and UDO require that the establishment of a shelter undergo the process of a Special Use Permit application, allowing other property owners potentially impacted by your decision to provide alternative testimony, expert witnesses, and voice concerns. Your office owes the people of the neighborhood some input in land uses in its area and the mere change of language should not be sufficient to deprive them of their voice.

My personal concerns for my property include diminution of value, safety and security and nuisance concerns. Please see the following issues as listed separately with supporting documentation provided.

### **Definition of Homelessness**

As an expert in social work, I would like to submit some information regarding challenges in serving homeless populations and characteristics of many individuals facing a housing crisis. While I understand that not all people experiencing homelessness fall into this definition and that many people not experiencing homelessness may also have many of the same challenges, my argument is merely that for many finding themselves in the crisis of homelessness, supportive services are absolutely necessary for their successful transition back into permanent housing.

<sup>1</sup> Characteristics of Homeless People. *National Institutes of Health*. <https://www.ncbi.nlm.gov/books/NBK218239/>

<sup>2</sup> The Key Factors Contributing to the Persistence of Homelessness. *Multiple Articles cited from Google Scholar*. <https://www.tandfonline.com/doi/full/10.1080/13504509.2022.2120109#abstract>

<sup>3</sup> Recidivism and Federal Bureau of Prisons Programs: Drug Program Participants Released in 2010. *United States Sentencing Commission*. <https://www.ussc.gov/research/research-reports/recidivism-and-federal-bureau-prisons-programs-drug-program-participants-released-2010>

<sup>4</sup> <https://ibo.nyc.ny.us/iboreports/close-to-home-does-proximity-to-a-homeless-shelter-affect-residential-property-values-in-manhattan-2019.html>

August 20, 2025

I have a Masters in Social work and ten years of experience working in non-profits. While most of my professional experience involved the operation of a food bank, this job led to my involvement with several different shelters, supportive programs, mental health facilities, soup kitchens, and other non-profits that served homeless populations (Submission #9 Resume).

Per the National Institutes of Mental Health, “Researchers indicate that a high proportion of homeless women suffer from serious problems including chronic mental illness and pregnancy-related problems. In addition, homeless women are frequently victims of physical assault, especially rape.”<sup>1</sup> (Submission #10 Copy of Article)

From another article summarizing 12 studies on homeless, “The literature showed that the most common causes for homelessness were drug abuse, family violence, psychological problems, education level, and poverty.”<sup>2</sup> (Submission #10)

Due to the very reasons that cause homelessness, individuals experiencing homelessness often need access to mental health counseling, health care, medications, substance abuse programs, work training, employment services and adult education. In a transitional setting those services are considered best practices by the non-profit community.

In fact, in an article by the United States Sentencing Commission, ex-offenders who had completed a residential drug abuse treatment program were less likely to recidivate than those who did not participate in a program.<sup>3</sup> While this article refers specifically to incarcerated individuals, recidivism rates for homeless populations challenged with substance abuse issues mirror those in the prison system, with recidivism decreasing in relation to participation in substance abuse treatments (Submission #11 Copy of Article).

In the Haven’s own SUP application, they stated that the women they serve are overcoming traumatic circumstances, and moving from a shelter to transitional housing would not remove the circumstances that brought them to the shelter in the first place. Also, per the Haven’s own mission statement, they serve adults and families with children experiencing homelessness. Lastly per the Haven’s own informational meeting, the director and board stated that some of their clients have criminal backgrounds, some have experienced domestic violence, and some have substance abuse problems.

While the Haven currently requires its residents at the shelter they operate at 126 Oakdale Street to participate in crisis intervention programs, they are no longer planning to provide supportive services to their residents at the Subject Property. In my professional opinion, while the residents may not be in an urgent crisis, movement from one shelter to transitional housing does not remove their personal barriers and supportive services are required for successful transition to permanent housing and reducing recidivism back into a housing crisis. As such, this is a shelter, not a boarding house. Further, simply changing the name does not remediate the safety concerns with high rates of recidivism, the dynamics of domestic violence, and the link between substance abuse and criminal behaviors.

<sup>1</sup> Characteristics of Homeless People. *National Institutes of Health*. <https://www.ncbi.nlm.gov/books/NBK218239/>

<sup>2</sup> The Key Factors Contributing to the Persistence of Homelessness. *Multiple Articles cited from Google Scholar*. <https://www.tandfonline.com/doi/full/10.1080/13504509.2022.2120109#abstract>

<sup>3</sup> Recidivism and Federal Bureau of Prisons Programs: Drug Program Participants Released in 2010. *United States Sentencing Commission*. <https://www.ussc.gov/research/research-reports/recidivism-and-federal-bureau-prisons-programs-drug-program-participants-released-2010>

<sup>4</sup> <https://ibo.nyc.ny.us/iboreports/close-to-home-does-proximity-to-a-homeless-shelter-affect-residential-property-values-in-manhattan-2019.html>

August 20, 2025

### **Diminution of Value**

According to an article by the New York City Independent Budget Office (Submission #9), “A residence situated within 500 feet of a congregate shelter for adults sold for an estimated 7.1% less than a similar residence sold at a comparable time located 500 to 1,000 feet from a shelter for adults. In dollar terms, this means that if a property more than 500 feet from a shelter sold for \$1 million, a comparable residence within 500 feet of a shelter for adults sold for about \$929,000.”<sup>4</sup> (Submission #12 Copy of Article)

Thus, if my building has a current tax value of \$220,170 and I build the house on the lot behind my building that has a proposed cost of \$250,000, the estimated loss in value according to this article is \$33,382. That loss is based on tax value, not fair market value.

In further support of the loss of value, please see attached email from Nancy Witek (Submission #13). Ms. Witek is a real estate professional currently employed by Allen Tate Realtors with more than 20 years of experience in the field. In her email, she states “Here is why proximity to a shelter might impact your property value:

- Perception of Safety:  
Some people may perceive a homeless shelter as a potential safety concern, potentially leading to a decrease in desirability for potential buyers.
- Potential for Unsanitary Conditions:  
While shelters are often managed well, some may be concerned about unsanitary conditions or loitering near the shelter entrance.
- Overall Neighborhood Impact:  
A new shelter could be perceived as a negative change to the neighborhood, potentially affecting the overall desirability of the area.”

In addition to the testimony of a real estate professional, please see attached correspondence with Chris Owen from the Transylvania County Tax Department (Submission #14 to include correspondence and property value comparison). Mr. Owen prepares tax assessments for the county. I have put together a comparison of property value changes (based on Transylvania County Property Records produced by the county tax assessor’s office) to look at properties located near the Haven’s current location at 126 Oakdale, properties in the same neighborhood but further from the shelter, and properties in my current location at 123 S. Johnson St. The tax assessor’s office is “graded” by the North Carolina Department of Revenue regarding a comparison of assessed value of properties versus actual sales and received a 98% score for accuracy. What the comparison of property values shows is that while property values in all areas have increased, the properties located closest to the shelter have appreciated at a far lower rate than those that are both further away or located in a different area altogether.

Lastly, to provide further evidence of the potential for diminution of property value, please see the attached MLS records of the sale of the properties located adjacent to the current shelter operated by the Haven at 126 Oakdale Street. The property located at 110 Oakdale Street sold for 25.7% below asking and was on the market for 376 days. The property located at 262 S. Caldwell Street has decreased its asking price from \$499,000 to \$375,000, has still not sold and has been on the market as of 7/15/25 for 129 days.

<sup>1</sup> Characteristics of Homeless People. *National Institutes of Health*. <https://www.ncbi.nlm.gov/books/NBK218239/>

<sup>2</sup> The Key Factors Contributing to the Persistence of Homelessness. *Multiple Articles cited from Google Scholar*. <https://www.tandfonline.com/doi/full/10.1080/13504509.2022.2120109#abstract>

<sup>3</sup> Recidivism and Federal Bureau of Prisons Programs: Drug Program Participants Released in 2010. *United States Sentencing Commission*. <https://www.ussc.gov/research/research-reports/recidivism-and-federal-bureau-prisons-programs-drug-program-participants-released-2010>

<sup>4</sup> <https://ibo.nyc.ny.us/iboreports/close-to-home-does-proximity-to-a-homeless-shelter-affect-residential-property-values-in-manhattan-2019.html>

August 20, 2025

(Submission #15 MLS listings). Per Chris Owen's of Transylvania County Tax Department, the property was assessed at \$392,310, so it is listed on the market for 5% below its assessed value to date-and it still has not sold.

### **Security/Safety Concerns & Impact on Approved Business Use of My Property**

As some individuals experiencing homelessness are survivors of domestic violence, the safety of both the victim of domestic violence as well as staff, other residents, and neighbors should be considered. Perpetrators of domestic violence often will re-offend and are found to be particularly adept at using manipulation techniques. At the SAFE shelter in Brevard, over 120 "911" calls were made over a 10 year period to the location, including panic calls, disturbances, assault, mental health and suspicious persons/vehicles. (Submission #16 "911" Records for The Haven, The Bread of Life, Samuel's Haven, The Cove and Safe Shelter)

Other unhoused individuals have mental health challenges to include substance abuse issues. While the Haven's current shelter located at 126 Oakdale Street has a very low "911" call record, other shelters experience safety issues regularly. A shelter located at the Cove Church at 40 Nicholson Creek Road that provides emergency housing in inclement weather for people experiencing homelessness has had more than 90 "911" calls over ten years including issues related to domestic violence, overdoses, disturbances, and mental health. At a transitional home operated by Samuel's Haven Ministries at 187 West Jordan Street, over 50 "911" calls were made including disturbance, domestic violence, intoxication, fights in progress, drugs, and suicide.

My concerns for my property include my own safety as I have been planning for nearly a year to build a personal residence on the lot on the back of my property, as well as the safety and security of my staff and clients. I operate a tax and accounting business at my building located at 123 S. Johnson Street. I employ two women who are often in the building alone. Additionally most of my clients come to my business with their personal financial information to include social security numbers and bank account information. If they perceive any security or safety risks due to the operation of a shelter next door, that is likely to have a direct impact on my business.

### **Nuisance**

My final argument in my appeal is the issue of nuisance. My concerns as a neighbor are that the activities that occur on the adjacent property will interfere with the use and enjoyment of my own property. I purchased my property with the intent to start my accounting business. I followed the procedures required by the Zoning Board and applied for a Special Use Permit for my building before committing to its purchase. I reached out for guidance from Aaron Bland and Paul Ray concerning the rules for use of my property. I paid a professional surveyor to apply to split my property to build a home on.

I purchased this particular property due to its location in a safe, quiet residential neighborhood. I live alone and want to feel free from danger in my own home. I also operate a business that uses client's personal data to perform its work. As such, my clients need to feel that my property is secure. I also do not want to

<sup>1</sup> Characteristics of Homeless People. *National Institutes of Health*. <https://www.ncbi.nlm.nih.gov/books/NBK218239/>

<sup>2</sup> The Key Factors Contributing to the Persistence of Homelessness. *Multiple Articles cited from Google Scholar*. <https://www.tandfonline.com/doi/full/10.1080/13504509.2022.2120109#abstract>

<sup>3</sup> Recidivism and Federal Bureau of Prisons Programs: Drug Program Participants Released in 2010. *United States Sentencing Commission*. <https://www.ussc.gov/research/research-reports/recidivism-and-federal-bureau-prisons-programs-drug-program-participants-released-2010>

<sup>4</sup> <https://ibo.nyc.ny.us/iboreports/close-to-home-does-proximity-to-a-homeless-shelter-affect-residential-property-values-in-manhattan-2019.html>

August 20, 2025

be monitoring a shelter next door that is being operated without any staff monitoring and no requirements that the residents are receiving necessary supportive services.

As of right now, I have spent more than \$7,500 on attorney fees just to be able to voice my concerns and provide expert testimony, I have already spent \$1,000 on my housing plans, \$1,000 in attorney fees to alter my deed, \$3,000 for surveys, and a substantial amount of time and effort to find financing. I have also spent an egregious amount of time and aggravation simply trying to express my worries to a board and staff that do not appear to care at all about them. It is truly disappointing and discouraging to realize that I have so little control over the value and enjoyment of my own property.

The Haven's description of transitional housing for previously homeless occupants that is not a shelter but rather a boarding house, and that its occupants are no longer in crisis as they have moved from a homeless shelter into another temporary housing facility provided by the same non-profit is simply a violation of the Code of Ordinances and UDO. A shelter requires a Special Use Permit per your own codes and regulations, which then requires a Hearing. The reason being that the petitioner should be subject to dissenting concerns of neighboring property owners, allowing the Board of Adjustment to hear all of the facts and expert testimony, then to make a decision when all available information has been presented. The Haven has now applied and withdrawn two applications within a one year period and the simple linguistic alteration or modification of the application to fit into a use by right is questionable at best.

I appreciate your taking the time to read and consider my appeal. If you have any questions or require further information, please contact my office at 828-384-7399.

Respectfully,

Tracy Harvey

<sup>1</sup> Characteristics of Homeless People. *National Institutes of Health*. <https://www.ncbi.nlm.gov/books/NBK218239/>

<sup>2</sup> The Key Factors Contributing to the Persistence of Homelessness. *Multiple Articles cited from Google Scholar*. <https://www.tandfonline.com/doi/full/10.1080/13504509.2022.2120109#abstract>

<sup>3</sup> Recidivism and Federal Bureau of Prisons Programs: Drug Program Participants Released in 2010. *United States Sentencing Commission*. <https://www.ussc.gov/research/research-reports/recidivism-and-federal-bureau-prisons-programs-drug-program-participants-released-2010>

<sup>4</sup> <https://ibo.nyc.ny.us/iboreports/close-to-home-does-proximity-to-a-homeless-shelter-affect-residential-property-values-in-manhattan-2019.html>



# A. Settlement Statement (HUD-1)

B. Type of Loan							
1. <input type="checkbox"/> FHA	2. <input type="checkbox"/> RHS	3. <input type="checkbox"/> Conv. Units	4. File No. 2021-00392	7. Loan No.	8. Mortgage Insurance Case No.		
4. <input type="checkbox"/> VA	5. <input type="checkbox"/> Conv. Ins.	C. Note: This form is furnished to give you a statement of actual settlement costs. Amounts paid to and by the settlement agent are shown. Items marked "(p.u.c.)" were paid outside the closing; they are shown here for informational purposes and are not included in the totals.					
D. Name & Address of Borrower 123 S. Johnson St. LLC 2217 East 37th Street Savannah, GA 31404			E. Name & Address of Seller Sheldon Marne and Eileen Marne, Trustees of Sheldon Marne and Eileen Marne Revocable Trust 729 Gash Road Mills River, NC 28759		F. Name & Address of Lender:		
G. Property Location: 123 South Johnson Street Brevard, NC 28712			H. Settlement Agent: Richard B. Daniel, PLLC  Place of Settlement: 352 South Caldwell Street Brevard, NC 28712		I. Settlement Date: 03/01/2022 Funding Date: 03/01/2022 Disbursement Date: 03/01/2022		

### J. Summary of Borrower's Transactions

100. Gross Amount Due from Borrower	
101. Contract sales price	\$281,000.00
102. Personal property	
103. Settlement charges to borrower (line 1400)	\$10,419.68
104.	
105.	
Adjustment for items paid by seller in advance	
106. City/Town Taxes	
107. County Taxes	
108. Assessments	
109.	
110.	
111.	
112.	
120. Gross Amount Due from Borrower	\$291,419.68
200. Amount Paid by or in Behalf of Borrower	
201. Deposit	\$3,000.00
202. Principal amount of new loan(s)	
203. Existing loan(s) taken subject to	
204.	
205.	
206.	
207.	
208. Principal Amount of Seller Financing	\$160,000.00
209.	
Adjustments for items unpaid by seller	
210. City/Town Taxes 01/01/2022 to 03/01/2022	\$179.30
211. County Taxes 01/01/2022 to 03/01/2022	\$240.38
212. Assessments	
213.	
214.	
215.	
216.	
217.	
218.	
219.	
220. Total Paid by/for Borrower	\$163,419.68
300. Cash at Settlement from/to Borrower	
301. Gross amount due from borrower (line 120)	\$291,419.68
302. Less amounts paid by/for borrower (line 220)	\$163,419.68
303. Cash <input checked="" type="checkbox"/> From <input type="checkbox"/> To Borrower	\$128,000.00

### K. Summary of Seller's Transactions

400. Gross Amount Due to Seller	
401. Contract sales price	\$281,000.00
402. Personal property	
403.	
404.	
405.	
Adjustment for items paid by seller in advance	
406. City/Town Taxes	
407. County Taxes	
408. Assessments	
409.	
410.	
411.	
412.	
420. Gross Amount Due to Seller	\$281,000.00
500. Reductions in Amount Due to Seller	
501. Excess deposit (see instructions)	
502. Settlement charges to seller (line 1400)	\$987.00
503. Existing loan(s) taken subject to	
504. Payoff of First Mortgage	
505. Payoff of Second Mortgage	
506.	
507.	
508. Principal Amount of Seller Financing	\$160,000.00
509.	
Adjustments for items unpaid by seller	
510. City/Town Taxes 01/01/2022 to 03/01/2022	\$179.30
511. County Taxes 01/01/2022 to 03/01/2022	\$240.38
512. Assessments	
513.	
514.	
515.	
516.	
517.	
518.	
519.	
520. Total Reduction Amount Due Seller	\$161,406.68
600. Cash at Settlement to/from Seller	
601. Gross amount due to seller (line 420)	\$281,000.00
602. Less reductions in amounts due seller (line 520)	\$161,406.68
603. Cash <input checked="" type="checkbox"/> To <input type="checkbox"/> From Seller	\$119,593.32

The Public Reporting Burden for this collection of information is estimated to average 35 minutes per response for collecting, reviewing, and reporting the data. This agency may not collect this information, and you are not required to complete this form, unless it displays a currently valid OMB control number. No confidentiality is assured; this disclosure is mandatory. This is designed to provide the parties to a RESPA covered transaction with information during the settlement process.

**NORTH CAROLINA PURCHASE MONEY DEED OF TRUST**

Mail/Box to:	Richard B. Daniel, 352 S. Caldwell St., Brevard, NC 28712
Prepared by:	Richard B. Daniel, Attorney
Brief description for the Index:	123 S. Johnson St.

THIS DEED OF TRUST ("Deed of Trust") is made on the \_\_\_\_ day of MARCH 2022, by and between:

GRANTOR	TRUSTEE	BENEFICIARY
123 S JOHNSON ST. LLC  123 S. Johnson St. Brevard, NC 28712	RICHARD B DANIEL  352 S. Caldwell St. Brevard, NC 28712	SHELDON MARNE and EILEEN MARNE, Trustees of the Sheldon Marne and Eileen Marne Revocable Trust  729 Gash Rd. Mills River, NC 28759

Grantor [and/or the following persons if other than Grantor: \_\_\_\_\_] are indebted to Beneficiary in the principal sum of ONE HUNDRED SIXTY THOUSAND AND 00/100 DOLLARS (\$ 160,000.00), as evidenced by a Promissory Note ("Note") and/or other debt or security instrument(s) dated the same as above (together with the Note, the "Secured Obligations"), the terms of which are incorporated to this Deed of Trust by reference. The terms of this Deed of Trust shall control any conflict with the terms of the Secured Obligations.

If this Deed of Trust is intended as a Purchase Money Deed of Trust check one or both of the following as applicable:

- a.  The Note and this Deed of Trust evidence and secure the balance of the purchase price between Grantor as purchaser of the Property and Beneficiary as seller of the Property (N.C.G.S. §45-21.38).
- b.  The Note and this Deed of Trust evidence and secure all or a portion of the purchase price for the Property and are executed, delivered, and recorded with the deed to the Property as part of the same transaction, and the proceeds of the Note are actually used for purchase of the Property and not for future improvements (N.C.G.S. §39-13).

State of North Carolina  
Department of the Secretary of State

SOSID: 2335046  
Date Filed: 1/12/2022 11:14:00 AM  
Elaine F. Marshall  
North Carolina Secretary of State  
C2022 010 02052

Limited Liability Company  
ARTICLES OF ORGANIZATION

Pursuant to §57D-2-20 of the General Statutes of North Carolina, the undersigned does hereby submit these Articles of Organization for the purpose of forming a limited liability company.

1. The name of the limited liability company is: 123 S. Johnson St. LLC  
(See Item 1 of the Instructions for appropriate entity designation)
2. The name and address of each person executing these articles of organization is as follows: (State whether each person is executing these articles of organization in the capacity of a member, organizer or both by checking all applicable boxes.) Note: This document must be signed by all persons listed.

Name	Business Address	Capacity
<u>Tracy Leigh Harvey</u>	<u>- 123 S. Johnson Street Brevard NC, 28712-3707 United States</u>	<input checked="" type="checkbox"/> Member <input type="checkbox"/> Organizer
_____	_____	<input type="checkbox"/> Member <input type="checkbox"/> Organizer
_____	_____	<input type="checkbox"/> Member <input type="checkbox"/> Organizer

3. The name of the initial registered agent is: Tracy Leigh Harvey

4. The street address and county of the initial registered agent office of the limited liability company is:

Number and Street 123 S. Johnson Street  
City Brevard State: NC Zip Code: 28712-3707 County: Transylvania

5. The mailing address, if different from the street address, of the initial registered agent office is:

Number and Street \_\_\_\_\_  
City \_\_\_\_\_ State: NC Zip Code: \_\_\_\_\_ County: \_\_\_\_\_

6. Principal office information: (Select either a or b.)

a.  The limited liability company has a principal office.

The principal office telephone number: (912) 224-2657

The street address and county of the principal office of the limited liability company is:

Number and Street: 123 S. Johnson Street  
City: Brevard State: NC Zip Code: 28712-3707 County: Transylvania

The mailing address, if different from the street address, of the principal office of the company is:

Number and Street: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_ County: \_\_\_\_\_

b.  The limited liability company does not have a principal office.

7. Any other provisions which the limited liability company elects to include (e.g., the purpose of the entity) are attached.

8. (Optional): Listing of Company Officials (See instructions on the importance of listing the company officials in the creation document.

Name	Title	Business Address
Tracy Leigh Harvey	Owner Manager	123 S. Johnson Street Brevard NC,

9. (Optional): Please provide a business e-mail address: Privacy Redaction  
The Secretary of State's Office will e-mail the business automatically at the address provided above at no cost when a document is filed. The e-mail provided will not be viewable on the website. For more information on why this service is offered, please see the instructions for this document.

10. These articles will be effective upon filing, unless a future date is specified:

This is the 10th day of January, 2022.

Tracy Leigh Harvey

Tracy Leigh Harvey Member / Owner  
Signature

Tracy Leigh Harvey Member / Owner  
Type or Print Name and Title

The below space to be used if more than one organizer or member is listed in Item #2 above.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Type or Print Name and Title

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Type or Print Name and Title

**NOTE:**

1. Filing fee is \$125. This document must be filed with the Secretary of State.





City of Brevard Planning Department  
95 West Main Street  
Brevard, North Carolina 28712  
Phone (828) 885-5630  
Fax (828) 885-5625  
cityofbrevard.com

SUP File # SUP-25-002

**APPLICATION FOR SPECIAL USE PERMIT (SUP)**  
**BREVARD BOARD OF ADJUSTMENT**

**Applicant/Agent:**

Name The Haven of Transylvania County

Mailing Address \_\_\_\_\_

City/State/Zip Code P.O. Box 25, Brevard, NC 28712

Telephone Number 828.877.2040 Email Address admin@havenoftc.org  
#7

**Property Owner (If different from the applicant):**

Name The Children's Center

Address 95 S. Johnson St.

City/State/Zip Code Brevard, NC 28712

Telephone Number 828.885.7286 Email Address sherri.childrenscenter@gmail.com

**Property information:** The following information is required to provide the necessary information to process the Special Use Permit application:

Address of requested site: 107 S. Johnson St.

Transylvania County Property Identification # (PIN): 8586-50-5093-000

Request SUP as permitted in Unified Development Ordinance Section(s):  
\_\_\_\_\_

Proposed Special Use to Allow: Women's transitional shelter

Zoning District: <sup>General Residential-B</sup> \_\_\_\_\_ Located within City Limits? (Y/N) Y

Flood Hazard Area? (Y/N): N

**Special Use permits add flexibility to the Land Development Code. Subject to high standards of planning and design, certain property uses may be allowed in several districts where these uses would not otherwise be acceptable. By means of controls exercised through the special use permit procedures, property uses which would otherwise be undesirable in certain districts can be developed to minimize any adverse effects they might have on surrounding properties.**

**Authority to grant Special Use Permits is found in 16.8 of the City of Brevard's Unified Development Ordinance pursuant to North Carolina General Statute's 160D-406. The Unified Development Ordinance requires that the Brevard Board of Adjustment, when granting a Special Use Permit must find that all three (3) of the following factors found in UDO Chapter 16.8.C.3 exist. In the spaces provided below, indicate the facts that you intend to show and the arguments that you intend to convince the Brevard Board of Adjustment that it can properly reach the three (3) required conclusions:**

- 1. The use meets all requirements and specifications of the ordinance and any adopted land use plans and is in harmony with the general purpose and intent and preserves its spirit.**
- 2. The proposed use or structure will, if developed according to the plan submitted and approved, be visually and functionally compatible to the surrounding area; and**
- 3. The proposed use or structure will not be injurious to the public health, safety, and welfare, and will not be detrimental to the value of adjoining property and associated uses.**

---

**In the spaces provided below, indicate the facts that you intend to show and the arguments that you intend to convince the Brevard Board of Adjustment that it can properly reach the three (3) required conclusions:**

**SEE ATTACHMENTS**

- 1. That the use meets all requirements and specifications of the ordinance and any adopted land use plans and is in harmony with the general purpose and intent and preserves its spirit.**
  
  
  
  
  
  
  
  
  
  
- 2. That the proposed use or structure will, if developed according to the plan submitted and approved, be visually and functionally compatible to the surrounding area.**

3. That the proposed use or structure will not be injurious to the public health, safety, and welfare, and will not be detrimental to the value of adjoining property and associated uses.

The following must be included with the Application:

1. Site Plan
2. Listing of names and mailing address of all property owners within two-hundred feet (200') from the boundaries of the property in question.
3. Application filing fee \$250.00 - Zoning

Signature of Property Owner: Roberta Hallinan Date: <sup>pt</sup> \$/17/25

Signature of Applicant/Agent: Emily Lowery Date: 4/17/25

Please refer to the City of Brevard Planning Department Board of Adjustment Category III Application Timeline for Special Use Permit.

SPECIAL USE PERMIT REQUEST TO BE HEARD BY BOA ON: June 3, 2028

## **Attachment to SUP**

We respectfully submit this zoning application to request a Special Permit Use for the establishment of a dedicated women's shelter that will serve as a critical resource for our community. Our organization is committed to bridging the gap between homelessness and permanent housing for both families and individuals by providing safe, transitional shelter and essential support services.

At present, we house both men and women in a shared facility. While this has allowed us to meet immediate needs, it is far from ideal—especially for our female guests, who currently make up nearly half of our population. Many of these women are overcoming traumatic circumstances. A dedicated women's shelter will provide the safety, dignity, and focused support they need to heal, grow, and take the next steps toward lasting independence.

Our vision is to eliminate homelessness in our county and surrounding areas—creating lasting change, one guest at a time. By opening a shelter designed specifically for women, we aim to provide a nurturing and empowering environment that truly supports their journey from crisis to stability. We are deeply committed to working collaboratively with local officials, service providers, and community members to ensure that this project meets both urgent needs and long-term goals.

---

**Question 1: That the use meets all requirements and specifications of the ordinance and any adopted land use plans and is in harmony with the general purpose and intent and preserves its spirit.**

**Our proposed women's supportive and transitional shelter fully complies with all UDO zoning requirements, land use regulations, and the broader goals outlined in any adopted land use plans as defined below:**

**Chapter 2.2.A.1 permitted uses for social services such as shelters are allowed with a SUP.**

**Chapter 3.5.3.C. Shelter is defined as** A nonprofit, charitable, or religious organization providing boarding and/or lodging and ancillary services on its premises primarily to persons temporarily in crisis such as

those experiencing family violence, natural disaster, fire, economic distress, neighborhood violence, and homelessness.

**Specifically, The Haven and this Women's Shelter:**

- **Meets All Ordinance Requirements:** The supportive and transitional shelter will operate within the zoning district's allowed uses (or as a permitted special use), following all setbacks, parking, safety, and occupancy standards required by the ordinance.
- **Is In Harmony with the Land Use Plan:** The supportive and transitional shelter supports key priorities in the comprehensive plan—such as increasing housing stability, promoting public health, and addressing the needs of underserved populations.
- **Preserves the Spirit and Intent of the Ordinance:** At its core, zoning aims to protect health, safety, and welfare. Our shelter does exactly that by reducing homelessness, promoting safety for vulnerable women, and offering structured, well-managed services that strengthen—not strain—the surrounding area.

This use is not only compatible with the existing fabric of the community—it is a compassionate, responsible, and thoughtful response to a pressing need, delivered in a way that respects neighbors, adheres to policy, and uplifts the whole community.

~~In November 2021, City Council held an affordable housing summit to reaffirm its commitment to address the local housing crisis. Since then, housing affordability has become even more of a crisis, leading to an increase in the need to help those who have found their way into homelessness. In addition, the City of Brevard has proactively been taking steps to remove regulatory barriers to housing that existed within the City's zoning and development regulation. During one of the more recent summits, housing was identified as the most important goal for the future of Brevard, specifically, "Expand housing opportunities for all residents while preserving the character of Brevard and its neighborhoods."~~

Since 2011, The Haven has successfully operated shelters within the city limits of Brevard without any documented disruptions to the surrounding community. Our existing shelters are governed by strict rules and regulations that all residents must follow. The use of drugs is strictly prohibited, and drug testing is conducted as needed to ensure compliance. These facilities are not walk-in shelters, but supportive and transitional housing programs designed to offer longer-term aid.

Our goal is to help individuals stabilize their lives, access essential services, and ultimately transition into permanent housing and a brighter future.

Question 2 - That the proposed use or structure will, if developed according to the plan submitted and approved, be visually and functionally compatible to the surrounding area.

**The proposed use will not alter the visual character of the property and will remain fully compatible with the surrounding neighborhood.**

There will be **no changes to the exterior** of the structure or the property itself. The building will retain its current residential appearance, maintaining harmony with neighboring homes and preserving the overall streetscape.

All planned renovations are **entirely interior**, and include:

- **A completely upgraded kitchen** with modern appliances such as an induction stove and washer/dryer,
- **Modest repairs** to improve safety and comfort, and
- **Fresh paint** throughout to create a welcoming, clean environment for residents.

Functionally, the transitional shelter will operate quietly and respectfully, with no ~~increase in traffic or activity beyond what would be expected of a typical~~ residence.

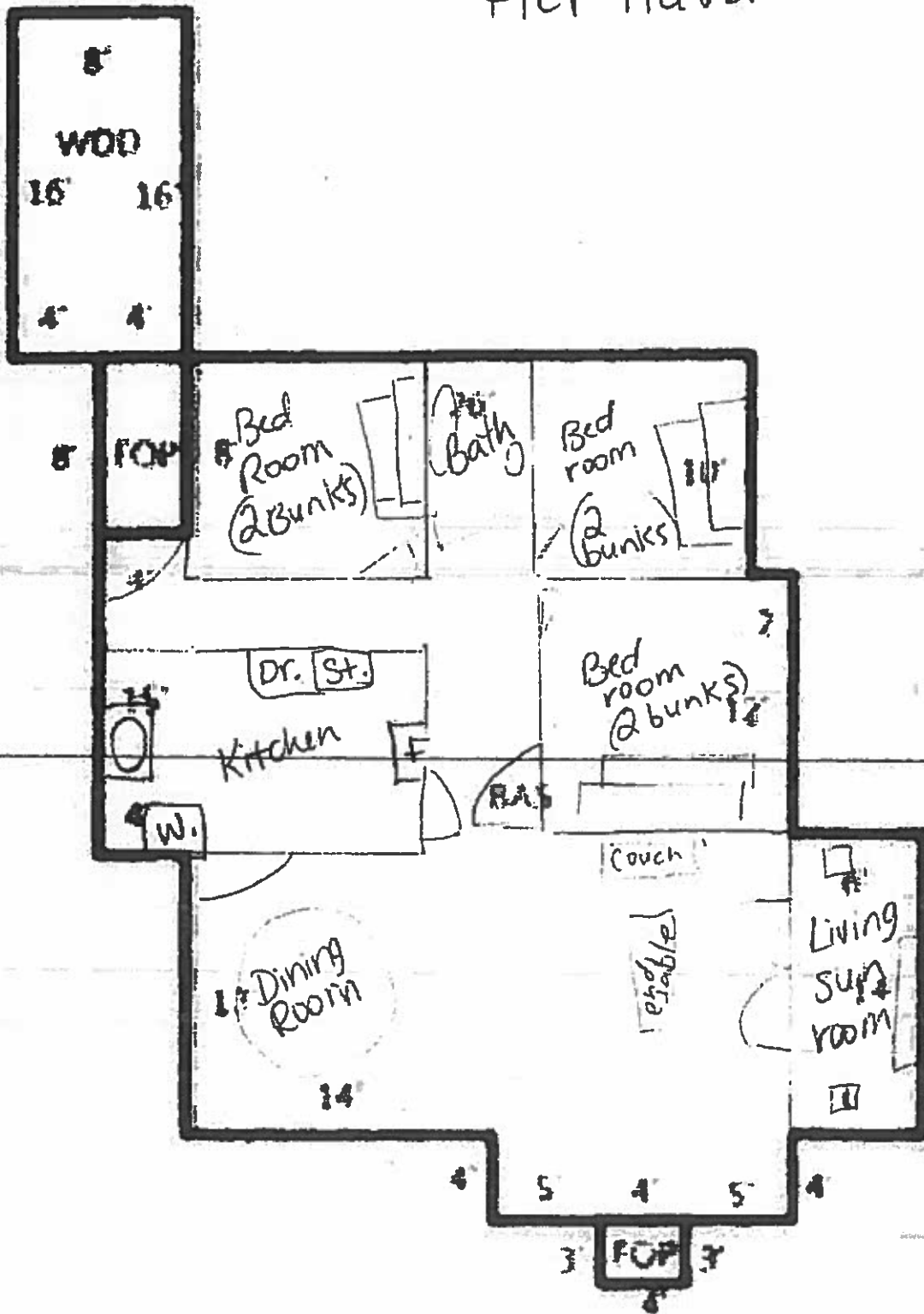
**In every way—visually, operationally, and in spirit—the shelter is designed to integrate seamlessly into the neighborhood.**

Answer to question 3 - That the proposed use or structure will not be injurious to the public health, safety, and welfare, and will not be detrimental to the value of adjoining property and associated uses.

#### **1. Professional Management & Careful Design**

Our shelter will be professionally managed, thoughtfully maintained, and intentionally designed to blend into the neighborhood. It is not a walk in shelter but rather a safe, clean, and secure place where women can regain stability.

# "Her Haven"



## Property Owners (200 Ft. of 107 S. Johnson St.)

1. 123 S. Johnson St. LLC – 123 S. Johnson St., Brevard, NC 28712
  2. The Children's Center – 95 S. Johnson St. Brevard, NC 28712
  3. American Legion – 115 E. Morgan St. Brevard, NC 28712
  4. Robert Alexis Green – 142 S. Rice St. Brevard, NC 28712
  5. Janice Lee – 104 S. Rice St. Brevard, NC 28712
  6. John Conley – 88 S. Rice St. Brevard, NC 28712
  7. Michael Guggino – 64 S. Rice St. Brevard, NC 28712
  8. Prentice Singleton – 112 E. Jordan St. Brevard, NC 28712
  9. Mary Rogers – 100 E. Jordan St. Brevard, NC 28712
  10. Julia Edwards – 75 S. Johnson St. Brevard, NC 28712
  11. Jillian Sapp – 87 S. Johnson St. Brevard, NC 28712
  12. Bryan Cooper - 130 S. Rice St. Brevard, NC 28712
  13. Sanctity of Life of TC – 134 S. Johnson St. Brevard, NC 28712
  14. Roseann Dorsch – 151 S. Johnson St. Brevard, NC 28712
  15. Linda Hafler – 166 S. Rice St. Brevard, NC 28712
  16. Department of Social Services – 106 E. Morgan St., Brevard, NC 28712
-

**Whitfield-Cargile Law, PLLC**

Davis A. Whitfield-Cargile, Attorney  
23 S. Broad Street, Suite 204  
Brevard, North Carolina 28712  
davis@whitfieldcargilelaw.com  
828-884-4529  
828-884-4528 (fax)

June 5, 2025  
**VIA HAND DELIVERY**

Paul Ray  
Planning Director  
City of Brevard  
95 East Main Street  
Brevard, NC 28712

Re: The Haven, 107 S. Johnson Street

Dear Paul:

As you know I represent The Haven with respect to their efforts to provide transitional housing to previously homeless persons on property they lease at 107 S. Johnson Street. They previously submitted an Application for a Special Use Permit to operate a shelter at 107 S. Johnson Street. However, it is clear to me that their intended use is not a shelter as that term is utilized in The City of Brevard UDO. Therefore, the purpose of this letter is to request an administrative zoning determination that their proposed use is a Rooming or Boarding Home as those phrases are defined in §§ 3.5.2 UDO, a use which is permitted by right in the zoning district for 107 S. Johnson Street.

Narrative Description of Proposed Use

The Haven seeks to operate short- and long-term housing for up to 5 residents in the existing home at 107 S. Johnson Street ("107 S. Johnson"). The Haven will conduct an interior renovation to make the residential space conducive to the residents' living arrangements and to facilitate the provision of services to the applicants to assist the residents in their rehabilitation from their previous status as homeless to independent living. As set forth in the sketch previously submitted to your office, there will be private bedrooms (up to two beds in some rooms) and shared common areas (kitchen, dining, living, laundry). Residents will receive support services to help them grow towards independence by helping them attain stability in their lives, access to essential services, and ultimately transition into permanent housing.

The residents who will reside at 107 S. Johnson Street will be screened and vetted through The Haven's administrative offices at 240 S. Caldwell Street and 126 Oakdale Street, Brevard, NC and offered long term housing at 107 S. Johnson. The transitional housing offered at 107 S. Johnson Street will be the residents' residence during the time they reside at 107 S. Johnson Street. As such, they will not be "homeless" while residing at 107 S. Johnson. Once the residents at 107 S. Johnson no longer need the support services offered by The Haven, or once an individual no longer resides at 107 S. Johnson, he or she will move to another location. The mission for 107 S. Johnson is for residents, when they move out, to be prepared to independently reside somewhere else without the support and rehabilitative services offered by The Haven at 107 S. Johnson.

There will be no signage advertising the nature of the residents at 107 S. Johnson. Because the residents of 107 S. Johnson will call 107 S. Johnson home for the duration of their residency, the home will function similarly to any other home in the City of Brevard. This is where they will live. They will be able to send and receive mail, prepare meals as the please, keep their clothing and other personal effects, take showers and use the bath facilities as they please, wash laundry as they please, and otherwise treat it as their home for the duration of their residency.

For purposes of determining whether this proposed facility is a “boarding house,” a “group care facility,” or a “shelter” for purposes of the UDO, it is important to start with the well established maxim that the courts “will resolve any well-founded doubts about a [land use ordinance’s] provision’s meaning in favor of ‘the free use of land.’” Schooldev East, LLC v. Town of Wake Forest, 386 N.C. 775, 909 S.E.2d 181 (2024) (quoting Westminster Homes, Inc. v. Town of Cary Zoning Bd. Of Adjustment, 354 N.C. 298, 308, 554 S.E.2d 634 (2001)). This is because the public policy of North Carolina has long encouraged “the free and unrestricted use and enjoyment of land.” Id. (quoting Kirby v. N.C. Dep’t of Transp., 368 N.C. 847, 852, 786 S.E.2d 919 (2016) (cleaned up) and highlighting that this policy” advances our state’s enduring commitment to property rights, which are as old as our state) N.C. Const. of 1776, Declaration of Rights § XII; Bayard v. Singleton, 1 N.C. (Mart.) 5, 9 (1787)).

Because 107 S. Johnson will be the home of the residents during the duration of their stay at 107 S. Johnson, it best qualifies as “group living” under Section 3.5.2 of the UDO. “Group living” is defined as:

Residential occupancy of a structure by a group of people that do not meet the definition of household living. Generally, group living facilities have a common eating area for residents and residents may receive care or training. Group living includes the following uses:

- a. Family care home;
- b. Housing services for the elderly; and
- c. Rooming or boarding house.”

UDO § 3.5.2(A)(1). That is exactly what 107 S. Johnson will entail—a group of up to five people living together, sharing common spaces such as eating areas and bathroom at 107 S. Johnson. The definition of “Rooming or boarding house” also fits 107 S. Johnson:

Short or long-term accommodations that serve a specific group or membership such as a dormitory, fraternity or sorority house, or similar accommodations, or single room occupancy units that may provide a number of related services including, but not limited to housekeeping, meals, and laundry services; excludes hotels, motels, inns, bed and breakfasts, and short-term rentals.

UDO § 3.5.2(D)(1). The Haven will provide residents of 107 S. Johnson with support and other related services as they transition from having been homeless prior to their residency at 107 S. Johnson to living independently and obtaining permanent housing after they leave their residence at 107 S. Johnson.

My clients originally submitted a Special Use Permit application because they often use the phrase "transitional shelter." Accordingly, they assumed that the term "shelter" fit the bill. But it is clear that the phrase "shelter" is not apt for describing transitional housing from a UDO standpoint. The definition of Shelter is as follows:

A nonprofit, charitable, or religious organization providing boarding and/or lodging and ancillary services on its premises primarily to persons temporarily in crisis such as those experiencing family violence, natural disaster, fire, economic distress, neighborhood violence, and homelessness.

UDO § 3.5.3(C)(1). This is not a shelter in the sense envisioned by the UDO. A traditional "shelter" serves persons in times of crisis and is available on a transient or walk-up basis. It offers immediate and short-term shelter for individuals who are homeless, with sleeping arrangements often in a congregate setting. Shelters are designed to provide a safe haven during a crisis, often offering essential services like meals and other additional support. 107 S. Johnson Street is not that. 107 S. Johnson Street will not offer lodging to "persons primarily in crisis." A traditional shelter also typically has a much higher capacity than 5 residents. A shelter typically offers beds in a congregate setting instead of the individual bedrooms that the residents of 107 S. Johnson will have. 107 S. Johnson will cater to persons who are no longer in the crisis stage of homelessness. The residents of 107 S. Johnson will be persons who have transitioned or are rehabilitating from homelessness to persons living in a residential setting.

We do not think it is a close call. This is a rooming or boarding house. However, to the extent that there is overlap between a "rooming house or boarding house" and a "shelter," the public policy of North Carolina and the rules of interpretation of an ordinance require that the ambiguity be resolved in the favor of the free use of land.

Accordingly, my clients request a formal administrative zoning determination that the transitional housing they intend to operate at 107 S. Johnson Street is a "rooming or boarding house" which is permitted by right. Please let me know if you need anything further from my client.

I remain,

Very truly yours,

  
Davis A. Whitfield-Cargile

Enclosures as stated



# CITY of BREVARD

The mission of the City of Brevard is to promote a high quality of life, support economic prosperity, and cultivate community while honoring its heritage and culture.

June 9, 2025

## Administrative Zoning Determination for The Haven

Re: Zoning Classification of Proposed Use at 107 S. Johnson Street, SUP-25-002

Dear Mr. Whitfield-Cargile,

Thank you for your letter requesting an administrative zoning determination regarding the proposed use of the property located at 107 S. Johnson Street. After a thorough review of the Brevard Unified Development Ordinance (UDO), and the information provided in your letter dated June 5, 2025, I offer the following analysis and zoning determination:

### Summary of Proposed Use

The Haven proposes operating transitional housing for previously homeless individuals at 107 S. Johnson Street. The site will house up to five residents, who will receive various support services including housing stability assistance and access to essential services, with the ultimate goal of transitioning each resident into permanent independent living. Residents will be screened and referred by The Haven and will not arrive via walk-in or transient access. While the structure will include private or semi-private rooms and shared living areas, services will be provided onsite to assist residents in their recovery and transition from homelessness.

### Applicable Definitions from the UDO

Section 3.5.2(A)(1) of the UDO defines "Group Living" and includes the subcategory of "Rooming or Boarding House", which is defined as:

"Short or long-term accommodations that serve a specific group or membership such as a dormitory, fraternity or sorority house, or similar accommodations, or single room occupancy units that may provide a number of related services including, but not limited to housekeeping, meals, and laundry services; excludes hotels, motels, inns, bed and breakfasts, and short-term rentals."

Section 3.5.3(C)(1) provides the definition of "Shelter", which is:

"A nonprofit, charitable, or religious organization providing boarding and/or lodging and ancillary services on its premises primarily to persons temporarily in crisis such as those experiencing family violence, natural disaster, fire, economic distress, neighborhood violence, and homelessness."

#### **Analysis and Determination**

The classification as a "rooming or boarding house" fails to account for the central role of services and purpose of the facility as compared to the definitional elements of a shelter. Four key factors support classifying the proposed use as a "shelter" under the UDO:

##### **1. Primary Client Population: Persons in Crisis**

The UDO defines a shelter as a facility that provides services to "persons temporarily in crisis such as those experiencing... homelessness." The Haven explicitly states that all residents at 107 S. Johnson will be formerly homeless individuals transitioning to stability. Although they may no longer be in immediate crisis at the point of entry, their eligibility for the program stems directly from their prior state of homelessness, a circumstance explicitly listed in the UDO's definition of "shelter." The mere change in condition from "currently homeless" to "formerly homeless" does not remove the individual from the scope of the intended population served by a shelter under the UDO. A "transitional" phase is an integral part of the crisis recovery continuum and squarely within the scope of services contemplated for shelters.

##### **2. Provision of On-Site Services**

The Haven will provide rehabilitative support services, including case management and transitional assistance, as a core part of the operations at 107 S. Johnson. The UDO distinguishes "shelters" by their dual function of providing boarding/lodging and ancillary services. While "rooming or boarding houses" may offer incidental services such as meals or housekeeping, the primary purpose of those facilities is residential lodging and not the delivery of social services.

Based on my conversations with Emily Lowery, the Executive Director of The Haven, statements made by other associates of The Haven during the public engagement meeting on May 29, 2025, the Special Use Permit application dated April 17, 2025 and your letter dated June 5, 2025, I have determined the Haven is not offering a conventional housing product, but instead a service-oriented intervention aimed at vulnerable populations. This aligns far more closely with the functional and definitional intent of a shelter, rather than that of a boarding or rooming house directed at private membership facility.

### **3. Nonprofit Model**

The UDO explicitly identifies nonprofit or charitable organizations as the expected operators of shelters. The Haven's organizational structure and mission fall directly into this category. By contrast, rooming or boarding houses are typically understood to be residential uses with no affiliation to nonprofit operations. Although not specified in the UDO, a commonly accepted element of defining rooming or boarding house includes providing housing to members for compensation.

### **4. Intent of the Ordinance and Precedent**

The argument made in your letter invokes judicial canons favoring free use of land. While that principle is a valid rule of interpretation, it does not override clear and applicable definitions in the ordinance. When a use is specifically enumerated and clearly defined, it should be applied as written. The UDO provides an unambiguous definition of "shelter", which captures the proposed use more directly than the broader and more generic definition of "rooming or boarding house." In consultation with the City Attorney, case law does not require choosing the most permissive classification simply because two might apply; rather, the more accurate and specific fit must prevail. The "shelter" category is tailored to the type of transitional use, client population, and service The Haven proposes.

### **Zoning Administrator's Conclusion**

Based on the intent, function, and operational model described in the Haven's SUP submission, the proposed use at 107 S. Johnson Street is more accurately classified as a "Shelter" under the City of Brevard UDO. While the facility shares certain physical or logistical characteristics with a rooming or boarding house, the mission-driven, service-oriented, and crisis-response nature of the operation places it within the definition of a shelter, as codified in Section 3.5.3(C)(1). Accordingly, a Special Use Permit is required to operate the proposed use at this location.

Please feel free to contact me if you have additional questions or wish to discuss the matter further.

Sincerely,



Paul C. Ray

Planning Director  
City of Brevard  
(828) 885-5630

## Whitfield-Cargile Law, PLLC

---

Davis A. Whitfield-Cargile, Attorney  
23 S. Broad Street, Suite 204  
Brevard, North Carolina 28712  
davis@whitfieldcargilelaw.com  
828-884-4529  
828-884-4528 (fax)

July 7, 2025

VIA HAND DELIVERY

Paul Ray  
Planning Director  
City of Brevard  
95 East Main Street  
Brevard, NC 28712

Re: The Haven, 107 S. Johnson Street

Dear Paul: .

Thank you for meeting with my client last week. As I believe you now understand, my clients have no current intention of operating a “shelter” as that term is defined in the UDO, at 107 S. Johnson Street. The purpose of this letter is to request that you modify or retract your letter of June 9, 2025, and issue a new administrative determination based on my client’s current intentions for use of 107 S. Johnson Street. It is my client’s desire to withdraw their previous application for a Special Use Permit and move forward with the plans that they shared with you last week, which are encapsulated in this letter. We believe that The Haven’s current plans, as they shared with you last week and as are summarized herein, meet the definition of a boarding house/rooming house, which is permitted by right for this location. Accordingly, I would appreciate you issuing an administrative decision confirming that The Haven’s current plans are permitted by right as a Boarding House/Rooming House.

Proposed Use:

The Haven will be renting rooms to up to three to four persons at a time who will be paying a fee for membership/occupancy in the boarding house, and who will signing a written agreement as members of the Boarding House in order to be able to reside at the Boarding House. The rooms will be single occupancy. The written agreement will obligate members/occupants to pay a fee (similar to rent) and to comply with the rules of the Boarding House. The specific group or membership that will be eligible for housing at 107 S. Johnson Street are “Haven Alumni”—that is, individuals who have completed The Haven’s program to become housed, who have demonstrated stability in their lives, and who have the means to pay the fee for membership, which is similar to rent.<sup>1</sup> They currently have three eligible Alumni who are prepared to take residence.

---

<sup>1</sup> The only reason I hesitate to call the written agreement a “lease” is because the law is not clear on whether summary ejection laws or the traditional landlord-tenant relationship applies to members of a boarding house/rooming house. It appears likely that summary ejection laws would apply, which means my client anticipates that residents may have to be removed through the summary ejection process. However, it is possible that if their membership status is revoked or

These are not “homeless” individuals or individuals in “crisis.” They will pay a fee to become and remain members/occupants of the Boarding House and sign an agreement which obligates them to comply with rules of the Boarding House and to pay their monthly fee. They will wash their own clothes, cook their own food, and do their own housekeeping. They will be able to send and receive mail, keep their personal effects, take showers and use the bath facilities as they please, share living space as they please, and otherwise treat it as their home for the duration of their membership/residency. There will be no cameras on the interior of the residence, though they may maintain exterior security cameras. The boarding house will not be staffed though my client will monitor for compliance with the Boarding House Agreement and house rules. Residents will receive their mail at 107 S. Johnson Street, which will be their home and residence for so long as they continue to pay their monthly fee and comply with the written agreement and rules of the boarding house.

Withdrawal of the SUP Application:

My client is asking to withdraw the application for an SUP to operate a shelter because my client (a) originally did not appreciate the differences, from the UDO standpoint, between a boarding house or rooming house and a shelter, and (b) because my client has reconsidered and reconfigured their approach and program model for the housing they are offering at 107 S. Johnson Street. Most of the community objections that we have heard highlight the distinction between a boarding house and a shelter, with the objections and concerns being about uses that my client have not proposed for 107 S. Johnson Street. For example, my client has no intention of offering services at 107 S. Johnson Street to transient persons seeking services on a walk-in basis during times of crisis. After reading the UDO definitions and hearing from neighbors who expressed resistance to a shelter, my client also realized that a shelter is not at all what they intend to offer at 107 S. Johnson Street. After reviewing and considering various requested “special conditions” from neighbors, considering the community input and studying the UDO, my client saw necessary to alter their model to make it clear that this is more of a residential dwelling than anything similar to a shelter. Accordingly, my client went back to the drawing board and have reconfigured and clarified their intended use. Because they are not proposing to operate a shelter, and to clarify that they want you to make your administrative determination based on the contents of this letter and the information they shared last week and not based on their prior SUP application, they are asking to withdraw the application for a Special Use Permit.

CONCLUSION

Therefore, the purpose of this letter is to request an administrative zoning determination that their proposed use is a Rooming or Boarding Home as those phrases are defined in §§ 3.5.2 UDO, a use which is permitted by right in the zoning district for 107 S. Johnson Street.

I remain,

Very truly yours,



Davis A. Whitfield-Cargile

---

terminated, the law may authorize residents to be removed through a different procedure. Because that the law is unclear, I am hesitant to call it a “lease.”



Submission #7

# CITY of BREVARD

The mission of the City of Brevard is to promote a high quality of life, support economic prosperity, and cultivate community while honoring its heritage and culture.

July 7, 2025

## Administrative Zoning Determination for the Haven

Re: Zoning Classification of Proposed Use at 107 S. Johnson Street, SUP-25-002

Dear Mr. Whitfield-Cargile,

On June 9, 2025, I issued an administrative zoning determination concluding that the proposed use of 107 S. Johnson Street, by The Haven, was best classified as a "Shelter" under the City of Brevard Unified Development Ordinance (UDO). That conclusion was based on the submitted Special Use Permit (SUP) application, prior representations made by The Haven, and a letter from you, counsel for The Haven, dated June 5, 2025.

On July 7, 2025, your office submitted a Second Request for Administrative Zoning Determination, which formally withdrew the SUP application and provided a revised operational model. Based on a thorough review of the updated request, including your narrative and clarifications provided during recent meetings, I find the proposed use no longer aligns with the UDO's definition of a "Shelter" and now falls more appropriately under the classification of a "Rooming or Boarding House" as defined in UDO § 3.5.2(D)(1).

### Response to Prior Determination – Updated Findings

#### 1. Primary Client Population: Persons in Crisis

- **June 9<sup>th</sup> Determination:** Residents qualified based on homelessness, which kept them within the definition of persons in crisis.
- **Updated Analysis:** The Second Request specifies that eligible residents will be "Haven Alumni" which are individuals who have completed crisis intervention programs and achieved residential and financial stability. While these individuals may have once experienced homelessness, their participation in the current model is not based on crisis status but on membership eligibility, compliance with house rules, and an ability to pay a monthly fee.
- **Conclusion:** Residents are not being served during an active crisis. Therefore, the client population does not satisfy the shelter definition in UDO § 3.5.3(C)(1).

## **2. Provision of On-Site Services**

- **June 9<sup>th</sup> Determination:** The Haven would provide rehabilitative and support services on site, which are core to the definition of a “shelter.”
- **Updated Analysis:** The Second Request clarifies that no services will be offered to transient individuals or walk-in clients, distinguishing the site from facilities intended for emergency shelter or outreach. While it is possible that residents may continue to receive supportive check-ins or guidance as alumni, these services are incidental to the residential function of the property. They do not convert the use into a shelter, which is defined by its primary purpose of delivering services to those in crisis.
- **Conclusion:** Any support provided is to alumni members who reside there under a formal agreement, not the general public. This aligns with the residential and membership-based structure of a Rooming or Boarding House, not a shelter.

## **3. Nonprofit Model**

- **June 9<sup>th</sup> Determination:** The Haven’s nonprofit status aligned it with the shelter definition.
- **Updated Analysis:** While The Haven remains a nonprofit organization, the current proposed use involves fee-based, long-term residential occupancy for defined members. Nonprofit status does not inherently determine land use classification. The UDO focuses on function, not tax designation. There is no prohibition against a nonprofit organization operating a rooming house.
- **Conclusion:** The use should be evaluated based on structure and operations, not on the operator’s tax status.

## **4. Intent of the Ordinance and Specificity**

- **June 9<sup>th</sup> Determination:** The shelter definition more accurately captured the nature of the original proposal.
- **Updated Analysis:** The revised model removes the programmatic elements that aligned the proposed use with the shelter definition, including the walk-in services and active crisis support. What remains is a shared living residence for a specific group, with common areas and individual rooms, governed by written agreements and subject to house rules.
- **Conclusion:** The revised use aligns fully with the definition of a Rooming or Boarding House, which is permitted by right in the applicable zoning district.

## **5. Lack of Services Typically Associated with Boarding Houses**

- **Clarification:** The UDO definition of "Rooming or Boarding House" allows for, but does not require services such as housekeeping, meals, or laundry. The July 7<sup>th</sup> request for a new administrative determination clearly states that residents will be responsible for their own food preparation, laundry, and housekeeping.
- **Conclusion:** The absence of such services does not preclude classification as a rooming or boarding house. The key elements of a shared living arrangement, multiple single-occupancy rooms, common kitchen and living areas, and occupancy by a defined group under a written agreement are all present and consistent with UDO § 3.5.2(D)(1). The definition contemplates variability in the level of services offered, and the core of this use is residential in nature.

#### **Zoning Administrator's Determination**

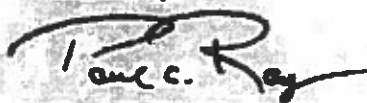
I, as the Planning Director for the City of Brevard, hereby rescind my prior administrative zoning determination dated June 9, 2025, and issue this updated determination:

The proposed use of 107 S. Johnson Street qualifies as a Rooming or Boarding House under UDO § 3.5.2(D)(1). The use consists of long-term accommodations for a defined membership group ("Haven Alumni") with single-occupancy rooms, shared common areas, and written occupancy agreements. No walk-in or transient services will be offered, and any support to residents is incidental to the residential nature of the use. While meals and laundry are not provided, that does not preclude the use from being properly classified as a Rooming or Boarding House under the UDO. As such, the use is permitted by right in the zoning district applicable to 107 S. Johnson Street.

This zoning determination is based on the revised facts presented in the new request for an administrative zoning determination, dated July 7, 2025. Should the nature of the use materially change in the future, this office reserves the right to reassess the classification.

Please feel free to contact me if you need further clarification.

Sincerely,



Paul C. Ray  
Planning Director  
City of Brevard  
(828) 885-5630

Form **990**

# Return of Organization Exempt From Income Tax

OMB No. 1545-0047

Under section 501(c), 527, or 4947(a)(1) of the Internal Revenue Code (except private foundations)

# 2023

Department of the Treasury  
Internal Revenue Service

Do not enter social security numbers on this form as it may be made public.

Open to Public Inspection

Go to [www.irs.gov/Form990](http://www.irs.gov/Form990) for instructions and the latest information.

<b>A</b> For the 2023 calendar year, or tax year beginning , 2023, and ending , 20	
<b>B</b> Check if applicable: <input type="checkbox"/> Address change <input type="checkbox"/> Name change <input type="checkbox"/> Initial return <input type="checkbox"/> Final return/terminated <input type="checkbox"/> Amended return <input type="checkbox"/> Application pending	<b>C</b> Name of organization <u>The Haven of Transylvania County</u>
	Doing business as
	Number and street (or P.O. box if mail is not delivered to street address) Room/suite <u>PO Box 25</u>
	City or town, state or province, country, and ZIP or foreign postal code <u>Brevard, NC 28712</u>
<b>D</b> Employer identification number <u>27-1124164</u>	
<b>E</b> Telephone number <u>(828) 877-2040</u>	
<b>G</b> Gross receipts \$ <u>513,371</u>	
<b>F</b> Name and address of principal officer: <u>Joseph Farrell, P O Box 25, Brevard, NC 28712</u>	
<b>H(a)</b> Is this a group return for subordinates? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
<b>H(b)</b> Are all subordinates included? <input type="checkbox"/> Yes <input type="checkbox"/> No	
If "No," attach a list. See Instructions.	
<b>H(c)</b> Group exemption number	
<b>I</b> Tax-exempt status: <input checked="" type="checkbox"/> 501(c)(3) <input type="checkbox"/> 501(c) ( ) (insert no.) <input type="checkbox"/> 4947(a)(1) or <input type="checkbox"/> 527	
<b>J</b> Website: <u>www.havenoftc.org</u>	
<b>K</b> Form of organization: <input checked="" type="checkbox"/> Corporation <input type="checkbox"/> Trust <input type="checkbox"/> Association <input type="checkbox"/> Other	<b>L</b> Year of formation: <u>2009</u> <b>M</b> State of legal domicile: <u>NC</u>

## Part I Summary

<b>Activities &amp; Governance</b>	<b>1</b> Briefly describe the organization's mission or most significant activities: <u>The Haven provides shelter to adults and families with children experiencing homelessness.</u>
	<b>2</b> Check this box <input type="checkbox"/> if the organization discontinued its operations or disposed of more than 25% of its net assets.
<b>Revenue</b>	<b>3</b> Number of voting members of the governing body (Part VI, line 1a) . . . . . <b>3</b> 12
	<b>4</b> Number of independent voting members of the governing body (Part VI, line 1b) . . . . . <b>4</b> 12
	<b>5</b> Total number of individuals employed in calendar year 2023 (Part V, line 2a) . . . . . <b>5</b> 14
	<b>6</b> Total number of volunteers (estimate if necessary) . . . . . <b>6</b> 64
	<b>7a</b> Total unrelated business revenue from Part VIII, column (C), line 12 . . . . . <b>7a</b> 0.
	<b>7b</b> Net unrelated business taxable income from Form 990-T, Part I, line 11 . . . . . <b>7b</b> 0.
	<b>8</b> Contributions and grants (Part VIII, line 1h) . . . . . <b>8</b> 551,644. 499,452.
<b>Expenses</b>	<b>9</b> Program service revenue (Part VIII, line 2g) . . . . . <b>9</b> 5,856.
	<b>10</b> Investment income (Part VIII, column (A), lines 3, 4, and 7d) . . . . . <b>10</b> 8,964. -6,407.
	<b>11</b> Other revenue (Part VIII, column (A), lines 5, 6d, 8c, 9c, 10c, and 11e) . . . . . <b>11</b> 560,608. 498,901.
	<b>12</b> Total revenue—add lines 8 through 11 (must equal Part VIII, column (A), line 12) . . . . . <b>12</b> 3,162.
	<b>13</b> Grants and similar amounts paid (Part IX, column (A), lines 1–3) . . . . . <b>13</b> 273,207. 245,788.
	<b>14</b> Benefits paid to or for members (Part IX, column (A), line 4) . . . . . <b>14</b> 24,116.
	<b>15</b> Salaries, other compensation, employee benefits (Part IX, column (A), lines 5–10) . . . . . <b>15</b> 152,693. 135,960.
	<b>16a</b> Professional fundraising fees (Part IX, column (A), line 11e) . . . . . <b>16a</b> 425,900. 384,910.
	<b>b</b> Total fundraising expenses (Part IX, column (D), line 25) . . . . . <b>b</b> 134,708. 113,991.
	<b>17</b> Other expenses (Part IX, column (A), lines 11a–11d, 11f–24e) . . . . . <b>17</b> 835,050. 946,140.
<b>Net Assets or Fund Balances</b>	<b>18</b> Total expenses. Add lines 13–17 (must equal Part IX, column (A), line 25) . . . . . <b>18</b> 10,791. 7,890.
	<b>19</b> Revenue less expenses. Subtract line 18 from line 12 . . . . . <b>19</b> 824,259. 938,250.
	<b>20</b> Total assets (Part X, line 16) . . . . . <b>20</b> 835,050. 946,140.
	<b>21</b> Total liabilities (Part X, line 26) . . . . . <b>21</b> 10,791. 7,890.
	<b>22</b> Net assets or fund balances. Subtract line 21 from line 20 . . . . . <b>22</b> 824,259. 938,250.

## Part II Signature Block

Under penalties of perjury, I declare that I have examined this return, including accompanying schedules and statements, and to the best of my knowledge and belief, it is true, correct, and complete. Declaration of preparer (other than officer) is based on all information of which preparer has any knowledge.

<b>Sign Here</b>	Signature of officer <u>Joseph Farrell, Board President</u>	Date <u>09/03/2024</u>
	Type or print name and title	

<b>Paid Preparer Use Only</b>	Print/Type preparer's name <u>Todd Oldenburg</u>	Preparer's signature <u>Todd Oldenburg</u>	Date <u>09/06/2024</u>	Check <input type="checkbox"/> if self-employed	PTIN <u>P02281691</u>
	Firm's name <u>CORLISS &amp; SOLOMON, PLLC</u>	Firm's EIN <u>20-2571677</u>			
	Firm's address <u>242 CHARLOTTE ST SUITE #1, ASHEVILLE, NC 28801</u>	Phone no. <u>(828) 236-0206</u>			

May the IRS discuss this return with the preparer shown above? See instructions . . . . .  Yes  No

**Tracy Harvey**  
612 Price Street  
Savannah, Georgia 31401  
(912) 224-2657  
thtrixie@gmail.com

## **STRENGTHS**

- Ability to identify challenges and develop innovative solutions.
- A successful track record in fiscal management, with emphasis in program creation and sustainability.
- A dependable, results-oriented self-starter with the ability to follow a job through to completion. Capable of working independently or as a fully cooperative member of a team.

## **EDUCATION**

M.S.W. Candidate, Social Work, Washington University, May 2004.

B.S., Hospitality Management, Florida International University, April 1988.

## **EXPERIENCE HIGHLIGHTS**

### **Chief Operations Officer, (2008-2009)**

America's Second Harvest of Coastal Georgia. Savannah, Georgia

- Responsible for the management of the Agency Relations Department. Performed full agency audit, wrote Policy & Procedures Manual, re-developed training curriculum, provided capacity building seminars for member agencies, and set annual goals for recruitment and retention of member agencies.
- Increased annual distribution by 500,000 pounds to date in 2008 through combination of development of the Agency Relations Department and continued growth of the Mobile Pantry Program. Increased rural distribution resulting in attaining compliance goals in 14 counties in 2007, up from only 4 counties in 2006.

### **Director of Programs, (2004-2008)**

America's Second Harvest of Coastal Georgia. Savannah, Georgia.

- Built capacity and sustainability of Kids Cafe Program. Increased CACFP reimbursement 314%, for an anticipated total reimbursement of more than \$500,000 in 2008. Increased service from 650 children at 9 sites in 2004 to more than 1,500 children at 26 sites in 2008. Currently opening 7 new Kids Cafe sites to feed an additional 700 children daily. Awarded \$112,216 in grant funding for Kids Cafe Program in 4 years.
- Piloted national childhood hunger program, the Lunch Box Program, in 2008 using hot food mobile catering units to deliver more than 300 meals daily to 5 sites in rural community. Awarded highly competitive American Idol grant for \$100,000.
- Piloted local Mobile Pantry Program in 2007 to increase rural distribution. In 2007, the Mobile Pantry Program distributed 368,583 pounds of food to 7,958 households and, to date in 2008, the Mobile Pantry Program has distributed 239,583 pounds of food to 6,386 households. Awarded \$61,000 in grant funding in 2 years.
- Built program sustainability of Community Kitchen Program. Awarded \$220,047 in grant funding in 4 years to support general operation of program, including bus passes, uniforms, stipends, books, and child care for single parents.
- Provided case management for up to 30 students attending culinary arts program. Created

Life Skills curriculum for culinary arts training program. Developed relationships with key employers in hospitality industry to provide employment and networking opportunities for graduates of the culinary arts program. Increased job placement rate of students to 85% of graduates. Created Community Kitchen Policies & Procedures Manual.

- Responsible for monitoring up to 31 after school community centers for compliance with USDA and food service safety standards. Provided training for all new sites and created training manuals. Created Kids Cafe Policy & Procedures Manual.
- Responsible for grant-writing, grant-reporting, and quarterly reports to national office. Administered CACFP/USDA funding, including budget creation, monthly reimbursements, operations budgets, and income eligibility documentation.

**Micro-Enterprise Consultant and Auditing Assistant (2003-2004)**

Justine Petersen Housing and Reinvestment Corporation. Saint Louis, Missouri.

**Sales and Billing Associate (2002)**

Oceanfront Cottages. Tybee Island, Georgia

**Kitchen Manager (2000-2001)**

Hops Restaurant, Bar, and Brewery. Douglasville, Georgia

**General Manager (1993-2000)**

Hotel Norman and Norman's Tavern. Miami, Florida

**COMMUNITY SERVICE**

Project Read. Tutor (2002)

Habitat for Humanity. Labor Volunteer (2001)

Meals on Wheels. Delivery Volunteer, Special Event Coordinator (1991)

Madison Youth Services. Peer Advocate, Co-Facilitator (1986-1988)

**LANGUAGES**

Basic conversational Spanish.

- If operated as a homeless shelter, I think it is important to discuss who makes up the homeless population. The following information comes from the National Institutes of Health (<https://www.ncbi.nlm.nih.gov/books/NBK218239/>)

## Characteristics of Homeless People

Homeless people are a diverse and varied group in terms of age, ethnicity, family circumstances, and health problems. Moreover, the characteristics of the homeless population differ dramatically from one community to another. Even the recent increase in homeless families is not uniform throughout the country. Although homeless families headed by women are predominant among the homeless throughout the country, there are many more homeless two-parent families in the West and Southwest than in New York and other large eastern cities (U.S. Conference of Mayors, 1987). Every city has homeless adults, but the demographics are not uniform throughout the country. Most cities report that adult homeless men tend to be long-term residents of the city. However, during a site visit to San Diego, committee members were informed by both public officials and advocates for the homeless that San Diego's adult homeless male population was composed largely of young men from the West and Midwest who had come to the Southwest in search of jobs.

To make the needs of homeless people more understandable, we describe several subgroups separately: individual adult men and women, families with children, youths, the elderly, and people in rural areas.

### Homeless Individual Adults

Although families may represent the fastest growing subgroup among the homeless, individual adults still make up the single largest group among the homeless population. The documented characteristics of homeless adult men and women contradict some popular conceptions of what such people are like.

The U.S. Conference of Mayors (1987) reported that individual men made up 56 percent of the homeless population and individual women made up 25 percent. (The remainder are adolescents or families with children.) Of the 25 cities in the study, 7 reported recent increases in the numbers of homeless women. In 1963, homeless women represented only 3 percent of the homeless population (Bogue, 1963). **Researchers indicate that a high proportion of homeless women suffer from serious problems including chronic mental illness and pregnancy-related problems (Wright, 1987; Wright and Weber, 1987; Wright et al., 1987). In addition, homeless women are frequently victims of physical assault, especially rape (Brickner et al., 1985).**

Individual homeless men and women have an average age of between 34 and 37 (Morse, 1986); this is significantly lower than those found in previous decades. Homeless women are from 2 to 6 years younger (both mean and median) than homeless men (Multnomah County, Oregon, Department of Human Services, 1984; Robertson et al., 1985; Rossi et al., 1986). Reports from several cities indicate that the sheltered male population is younger still and that homeless women appear to be either very young or elderly. This is important because, unless they are disabled, the age of homeless adults in many parts of the country helps to determine their eligibility for entitlements, especially general assistance and Medicaid.

Homeless adults are likely never to have been married. Reported levels range from 40 percent in Portland, Oregon (Multnomah County, Oregon, Department of Human Services, 1984) to 64 percent in New York City (Hoffman et al., 1982). Homeless women are more likely than homeless men to have been married. In the Portland study, only 29 percent of homeless women had never married compared with 44 percent of homeless men. Never-married homeless adults are generally not members of households and often lack strong family ties. The absence of family ties removes the possibility of finding shelter with family members.

Minorities are overrepresented among homeless people in the nation's larger cities (Table 1-2). This distribution reflects the overrepresentation of minorities in the poorest strata of American society (Morse, 1986).

**TABLE 1-2 Ethnic Background of Homeless Adult Individuals (in percent) Compared with General Population**

City (Source)	White	Black	Hispanic	Native American	Other	Ratio as Percentage of General Population <sup>a</sup>
New York (Hoffman et al., 1982)	66	27	5	0	2	0.2
New York (Schiffman et al., 1982)	50	40	10	0	0	0.7
Denver (Schiffman et al., 1982)	57	20	10	0	13	0.3

**TABLE 1-2**

Ethnic Background of Homeless Adult Individuals (in percent) Compared with That of the General Population.

The proportion of homeless people with a high school diploma has increased during the past 25 years. For example, in 1963, only 19 percent of homeless people in Chicago had completed high school (Bogue, 1963), compared with 35 percent of the general population of Chicago (U.S. Bureau of the Census, 1963). In 1985, 55 percent of the homeless population in that city were high school graduates (Rossi et al., 1986); the comparable figure for the entire population of Chicago was 56 percent, almost identical to that for the homeless population. While there was a greater divergence between the educational level of homeless and general populations in other cities (Roth et al., 1985; Farr et al., 1986), nationally the proportion of homeless adults with high school diplomas is approximately 45 percent.

Contrary to the fears expressed by public officials that their city may attract increasing numbers of homeless people if they do more to help, several recent studies indicate that the great majority of homeless people have been long-term residents of the city in which they are sheltered (Table 1-3). This was confirmed during the site visits. It was also reported that when a city did attract transients, it was generally not by virtue of its entitlement programs but, rather, because of a favorable economic climate and the possibility of employment. People working directly with the homeless in various cities reported to the committee that transient persons failing to find employment in one city tended not to stay long and soon moved on in search of jobs.

**TABLE 1-3 Length of Residency of Homeless Adult Individuals**

City or State	Percent No. of Years	Source
New York City <sup>a</sup>	25	Crymald et al. (1982)
Los Angeles <sup>a</sup>	24	Robertson et al. (1987)
New York City <sup>a</sup>	23	Shulman et al. (1982)
Chicago	22.5	Isard et al. (1986)
Milwaukee	21	Reamer et al. (1982)
Los Angeles <sup>a</sup>	14.5	Paro et al. (1986)
Ohio	13.5	Bath et al. (1985)
Suburban	10	Fischer et al. (1986)
Portland	10	Multnomah County, Oregon (1984)

<sup>a</sup> Men only

**TABLE 1-3**

**Length of Residency of Homeless Adult Individuals.**

Since the mean age of homeless men is approximately 35, it is not surprising that a large number are Vietnam veterans (Table 1-4). Studies of homeless veterans in Los Angeles (Robertson, 1987) and Boston (Schutt, 1985) indicate that they are older than nonveterans, better educated, and more likely to have been married, factors that normally would indicate greater stability. They also tend to be white, although the percentage of ethnic minorities increases substantially among those who served in Vietnam.

**TABLE 1-4 Homeless Veterans**

City (Source)	Percentage of Homeless Men-Reported Were Age Veterans	Vietnam-Veteran Percentage
Baltimore (Fischer et al., 1986)	26	26
Boston (Schutt, 1985)	37	
Los Angeles (Robertson et al., 1987)	47	23
Los Angeles (Paro et al., 1986)	15	43

**TABLE 1-4**

**Homeless Veterans.**

As discussed in detail in Chapter 3, **psychiatric problems and alcohol and drug abuse are common among homeless veterans.** The Los Angeles and Boston studies both reported higher rates of psychiatric hospitalization than among nonveteran homeless people. The Boston study, as well as a study of homeless veterans in San Francisco (Swords to Plowshares, 1986), reported that veterans were more likely to identify substance abuse as a reason for homelessness. The San Francisco study reported that 45 percent suffered from alcohol abuse (19 percent reporting severe alcohol problems) and 23 percent from drug abuse.

The most recent statistics on homeless veterans come from the Homeless Chronically Mentally Ill outreach program conducted by the Veterans Administration as mandated by P.L. 100-6 (Rosenheck et al., 1987). The program is targeted specifically to mentally ill homeless veterans (and therefore does not present a valid sample of all homeless

veterans), but it is both the most recent research on homeless veterans and the most geographically comprehensive. The outreach effort was conducted in 26 states and included Veterans Administration medical centers serving rural, suburban, and urban areas. In its first 4 months of operation (May-September 1987) the program made contact with 6,342 homeless veterans.

Of the veterans contacted, 98.6 percent were men; 1.4 percent were women. The average age was 43:75 percent were either divorced or had never married. Sixty percent were white, 30 percent were black, and 9 percent were Hispanic. In regard to education, 82 percent were high school graduates. Thirty percent had served in combat, and 1.7 percent had been prisoners of war; 9 percent were diagnosed as having combat-related posttraumatic stress disorder. With regard to the time of their military duty, 38 percent were veterans of the Vietnam era, 21 percent served in the post-Vietnam period, and 18 percent served in the period between the Korean and Vietnam conflicts. Only 9 percent served in World War II and 10 percent in Korea.

Several authors have reported that between 5 and 10 percent of the homeless are employed full-time and between 10 and 20 percent are employed part-time or episodically (Brown et al., 1982, 1983; Multnomah County, Oregon, Department of Human Services, 1984, 1985; Rossi et al., 1986). These people frequently perform unskilled labor; are on the bottom rung of the economic ladder; and often lack job security, health insurance, and the skills necessary to succeed in a high-tech economy.

Many are homeless because their incomes have not kept pace with the dramatic increase in housing costs. The loss of a day or two of pay may make the difference between paying rent and being evicted.

Home ▶ All Journals ▶ Environment and Sustainability  
▶ International Journal of Sustainable Development & World Ecology ▶ List of Issues ▶ Volume 30, Issue 1  
▶ The key factors contributing to the pers ....

 Article contents

 Related research

Volume 30, 2023 - [Issue 1](#)

 Open access

53,210 Views | 19 CrossRef citations to date | 9 Altmetric




Research Article






# The key factors contributing to the persistence of homelessness

Emo Zhao 

Pages 1-5 | Received 06 Aug 2022, Accepted 28 Aug 2022, Published online: 07 Sep 2022

 Cite this article  <https://doi.org/10.1080/13504509.2022.2120109>

 Check for updates

-  Full article
-  Figures & data
-  References
-  Citations
-  Metrics
-  Licensing
-  Reprints & Permissions
-  [View PDF](#) [PDF View](#) [EPUB](#) [EPUB](#)  Share

[Full Article](#)[Figures & data](#)[References](#)[Citations](#)[Metrics](#)[Licensing](#)[Reprints & Permissions](#)[View PDF](#)[View EPUB](#)

## ABSTRACT

Homelessness is a long-standing social problem in many countries. People who work and volunteer in homeless shelters struggle with the question of how to help homeless people lead an independent life. We sought to answer this question using insights obtained from Google Scholar literature searches and personal experiences with homeless people. In this brief research, we explored the main causes of homelessness in the United States for children, youth, adults, elderly, women, and veterans, over the past decade. The results showed that the three leading causes of homelessness were substance abuse, domestic violence, and mental illness. These problems lead to the initial homelessness, and in turn, homelessness further exacerbates these problems. Preventing and reducing homelessness requires effective policies and community interventions, such as rehabilitation facilities for people with substance abuse, job placement assistance and accommodation for homeless people, and homeless camps in designated areas to serve as bases to help homeless people rebuild their lives. Solving the issue of homelessness will contribute to achieving the UN's Sustainable Development Goals.

### KEYWORDS:

[Homelessness](#)   [substance abuse](#)   [domestic violence](#)   [mental health](#)[← Previous article](#)[View issue table of contents](#)[Next article >](#)

The definition of homelessness includes rough sleeping, couch surfing, and living in shelters, women's refuges, cars, caravans, and tents (Amore et al. [2013](#)). Recently, the issue of homelessness has become increasingly prevalent in the US (Khatana et al. [2020](#)). Nationwide, between 2007 and 2019, there were over half a million homeless people per night living on the streets (The Council of Economic Advisors [2019](#)); the sight of these individuals is particularly common in the downtown areas of large US cities. Many of these individuals may have been suffering from homelessness for years – a condition known as chronic homelessness – which has simply become their norm. Chronic homelessness has been widely observed by homeless-shelter workers and volunteers.

Homelessness began to substantially plague the US in the 1980s when severe funding cuts took place at the US Department of Housing and Urban Development (HUD), resulting in an increase in the homeless population of 200,000–500,000 per night (Jencks [1995](#)). Recent studies show that for every 25 Americans, one has experienced homelessness at least once (Tsai [2018](#)). From 2007–2015, as house costs increased in many cities, the number of homeless people increased every year (Koh and O'Connell [2016](#)). In 2018, shelters in New York provided individual services for more than 130,000 people, a 59% increase from the previous decade (Coalition for the Homeless 2019). In 2019, an additional 3,588 people were experiencing homelessness in New York City, which may underestimate the actual increase (NYC Department of Homeless Services [2019](#)). Homelessness brutally impacts people's happiness and emotional well-being (Aaronson [2000](#)), affects children's growth, induces cognitive impairments, and produces physiological problems (Bassuk et al. [1997](#); Mohanty and Raut [2009](#)). Due to these far-reaching effects, homelessness can create long-lasting challenges to the US public and social welfare.

Motivated by a two-year experience as New York City homeless shelter volunteers, we surveyed literature to determine if personal observations of homelessness can have general implications for improving this condition. We selected literature relevant to the causes of homelessness in various populations and analyzed the findings from these

US.

---

## Method

In June 2022, we searched Google Scholar to identify relevant literature using the keyword 'homelessness'; we subsequently refined these results using the keywords 'drugs', 'women', 'children', and 'diseases'. Based on the number of citations, we selected 12 representative papers for our study. Being cited more than 100 times, most of these studies were published between 2011–2022 and focused on homelessness in the US. We summarized the research results by category, and then used this information to analyze the main causes of homelessness and the differences among the various groups.

---

## Results

The literature showed that the most common causes for homelessness were drug abuse, family violence, psychological problems, education level, and poverty. We summarized the 12 papers based on geographic location, target group, and causes of homelessness (Table 1).

### Table 1. Graphic Summary.

[Download CSV](#) [Display Table](#)



## Substance abuse

Substance abuse was the most common cause of homelessness (Greene et al. 1997). Two-thirds of homeless people reported that drugs and/or alcohol were a major reason for their becoming homeless (Didenko and Pankratz 2007). Yoo et al. (2022) reported entered a shelter within 12 months. Fungelin-Cornwell et al. (2014) suggested that parental drug abuse in the presence of their female children could in turn lead to drug abuse and homelessness of these children years later. Substance addiction often causes the addicted individuals to have strained relationships with friends and family and to lose their jobs. For those already struggling financially, the loss of a job leads to overdue bills and often the subsequent loss of their home. Combined with the strained relationships, many addicted individuals find themselves without a plan to overcome their situation. In fact, once homelessness occurs, most people will lose everything, even if addiction was not the causative factor. Burdened by the never-ending hardships homelessness places on its victims, many of those suffering seek an escape, often through drugs and alcohol. In general, older individuals (50 and older) experiencing homelessness tend to depend on alcohol while younger individuals depend on drugs. Drugs and alcohol are expensive, especially for those who need to buy it frequently due to their addiction. Most of the money that homeless people manage to obtain is spent on their drug and alcohol addiction, which keeps these individuals stuck in that condition. This dependence on an illicit substance further exacerbates their problems, thereby decreasing their chances to achieve employment stability.

Because survival is their primary focus, many homeless people do not consider this spiraling effect of substance abuse on their current condition. Additionally, many of these individuals have lost the support of friends and family, making it even more difficult to break their addiction. Without a strong support group, the likelihood of achieving and maintaining sobriety is virtually impossible, especially on the streets where drugs are so widely available and accepted.

## Domestic violence

Half of American's homeless population is comprised of women and children. In fact, homelessness among women has seen the fastest growth relative to other groups. From 2012 to 2013, the number of children experiencing homelessness increased by 8% in the US and represented 1 out of every 30 children (Bassuk et al. [2014](#)). For women and

that family violence is the most frequently reported reason for homelessness in most technologically advanced countries. According to the US Bureau of Statistics, although the total number of homeless people in the US decreased from 637,077 in 2010 to 549,928 in 2016, the proportion for whom their homelessness was due to family violence increased from 10.5% in 2010 to 12.5% in 2016. Unhoused children typically roam throughout a complex street environment characterized by food scarcity, increased disease, and extreme stress (Fauk et al. [2017](#)). These harsh conditions make it impossible for these children to receive social support, which further reinforces their poor financial and living conditions (Nell et al. [2016](#)), resulting in precisely the opposite of the UN Sustainable Development Goals, namely, to strengthen universal health coverage and overall population wellbeing (Fullman et al. [2017](#)).

## **Mental health**

Of the 12 studies included in this report, 8 suggested a correlation between mental health problems and homelessness. We found that regardless of gender or age, people experiencing homelessness often suffer from mental illness, with 42–80% having experienced mental health problems. Mental illness can lead to homelessness, and homelessness can exacerbate psychiatric problems (Hodge et al. [2012](#); Fraser et al. [2019](#)). Nilsson et al. ([2019](#)) reasoned that drug use and mental health problems reduce the likelihood of escaping homelessness. Hamilton et al. ([2011](#)) and Tsai and Rosenheck ([2015](#)) showed that veterans account for a considerable proportion of the homeless population, and that female veterans are four times more likely to be homeless than non-veteran females. Due to lack of social support and resources, loneliness, and barriers to receiving treatment for injuries, veterans may experience mental health

problems and substance abuse, which contribute to chronic homelessness. Additionally, people who face greater long-term psychological problems, such as those in the LGBTQ community, are more likely to develop depression, PTSD, and even suicidal thoughts (Fraser et al. [2019](#)).

7

combination. In addition to these three more common factors, other factors such as poverty, education, and ethnicity require attention. Together, these complex factors contribute to homelessness.

---

## Discussion and concluding remarks

Although homeless people comprise only a small percentage of the US population, it is quite difficult to help them become functional members of society. There are different programs in place, such as emergency shelters, transitional housing, and safe havens, which provide temporary housing. The problem, however, is that there are not enough beds or rooms available to accommodate the homeless population; furthermore, most of these sites require their boarders to be sober. Since more than half of the homeless population suffers from addiction, these options for shelter are out of their reach. A better approach to eliminating homelessness is the development of rehabilitation facilities specifically for this population. Most rehabilitation facilities are cost-prohibitive for those in the homeless population, making the desire to achieve sobriety less appealing. However, affordable, or even free, rehabilitation facilities strictly for homeless people would increase their chances to achieve sobriety and subsequent improvement of their lives. The US National Health Care for the Homeless Council has emphasized the importance of integrating substance abuse treatment – addiction recovery services such as detoxification, rehabilitation, Alcoholics Anonymous meetings, counselling, and medication management – with mental healthcare and housing to provide a comprehensive, effective treatment strategy.

Another successful method of reducing homelessness is by building career pathways with benefits that include housing and homelessness assistance. Attention may be focused on those who are most at risk or are already experiencing homelessness. Having a steady place to live while working allows these individuals to focus primarily on

chances of developing illness or accessing drugs, thereby increasing their overall health. Organisations such as HomeFirst, based out of Santa Clara County in California, have recognized this need and now provide at least 350 beds in each of their 7 locations, including 18 beds reserved for the mentally ill, 20 beds for the medically respite, and 48 beds for veterans. According to their fact sheet, HomeFirst's Boccardo Regional Reception Center is the largest homeless service centre in Santa Clara County. It provides shelter and transitional housing, housing search services, mental health counselling, a medical clinic, and employment search services, and has the area's most comprehensive set of programs for homeless veterans. In just two years (2013–2015) Santa Clara County witnessed a 14% reduction in homelessness (ASR [2015](#)). If more organisations provide similar assistance for finding reliable shelters while also providing job opportunities, the homelessness percentage is likely to decline within a few years.

Regardless of policing efforts, homeless camps will continue to persist in cities. However, by designating certain areas for people to make camps will not only provide shelter off of the streets, but will also improve the city's curb appeal. Understandably, the city should establish rules and regulations for the camps to promote the health and safety of its residents and prevent crime. These rules could include guidelines for camp cleanliness, establishment of a strict no-crime policy, and implementation of random searches. Giving homeless people a place to call their own will not only improve their mental and emotional health, but will also alleviate the burden of having nowhere to go. Currently, the homelessness rate in the US is steadily increasing and sidewalks in some areas have become homeless camps. According to the Affordable Housing Finance, one out of ten people will experience some form of homelessness in their lifetime, which could theoretically put anyone at risk. Although there are many factors that can render

one homeless, the most common is substance abuse. Not only is it a primary cause of homelessness, it is also a reason many homeless people remain that way. To effectively re-integrate homeless people into society, it is important to provide them with support and resources for addiction treatment through a targeted program specifically designed

homeless camps and giving homeless people a designated place to stay will decrease the number of people living on the streets. Once they are sober and housed, these individuals can focus on rebuilding their lives, ultimately benefiting themselves and inspiring others struggling with homelessness.

In summary, homeless people are at high risk of suffering from hunger and poor health, and lack access to education, clean water, and sanitation, all of which contribute to rising inequalities and prevention of social sustainability. The lessons from the US have general implications worldwide, particularly to other developed nations. Solving the issues related to homelessness is not just the responsibility of the healthcare or food provision sectors, but rather is the responsibility of society as a whole. Policy makers, social managers, and the general public should all work together to provide assistance to homeless people through coordinated efforts.

---

## Acknowledgments

The author thanks two reviewers and Dr. Sha Huang for their comments and suggestions that greatly improved the manuscript.

---

## Disclosure statement

No potential conflict of interest was reported by the author(s).

## Related Research Data

United States

*Source: Demography*

Counting All Homeless Youth Today So We May No Longer Need To Tomorrow

*Source: Journal of Adolescent Health*

Corrigendum: Lifetime and 1-year prevalence of homelessness in the US population: results from the National Epidemiologic Survey on Alcohol and Related Conditions-III

*Source: Journal of Public Health*

Lifetime and 1-year prevalence of homelessness in the US population: results from the National Epidemiologic Survey on Alcohol and Related Conditions-III

*Source: Journal of Public Health*

Perceived Competency and Resolution of Homelessness Among Women With Substance Abuse Problems

*Source: Qualitative Health Research*

Improving Health Care for Homeless People

*Source: JAMA*

Risk Factors for Homelessness Among US Veterans

*Source: Epidemiologic Reviews*

"Homelessness and Trauma Go Hand-in-Hand": Pathways to Homelessness among Women Veterans

*Source: Women s Health Issues*

Stigmatizing Beliefs Regarding Street-Connected Children and Youth

*Source: JAMA Pediatrics*

Association of Substance use Characteristics and Future Homelessness among Emergency Department Patients with Drug use or Unhealthy Alcohol Use:

Results from a Linked Data Longitudinal Cohort Analysis

*Source: Substance Abuse*

LGBTIQ+ Homelessness: A Review of the Literature

*Source: International Journal of Environmental Research and Public Health*

*Source: American Journal of Orthopsychiatry*

Spirituality and Mental Health among Homeless Mothers

*Source: Social Work Research*

Longitudinal predictors of homelessness: findings from the National Longitudinal Survey of Youth-97

*Source: Journal of Youth Studies*

The socio-economic impacts of AIDS on families caring for AIDS-orphaned children in Mbeya rural district, Tanzania

*Source: International Journal of Human Rights in Healthcare*

Homelessness in female-headed families: childhood and adult risk and protective factors.

*Source: American Journal of Public Health*

Prevalence and Correlates of Youth Homelessness in the United States

*Source: Journal of Adolescent Health*

Causes of Child and Youth Homelessness in Developed and Developing Countries

*Source: JAMA Pediatrics*

Individual-Level Predictors for Becoming Homeless and Exiting Homelessness: a Systematic Review and Meta-analysis

*Source: Journal of Urban Health*

Home Ownership and School Outcomes of Children: Evidence from the PSID Child Development Supplement

*Source: American Journal of Economics and Sociology*

Educational Services for Children in Domestic Violence Shelters: Perspectives of Shelter Personnel

*Source: Child and Adolescent Social Work Journal*

Women and homelessness, a complex multidimensional issue: findings from a

Substance use among runaway and homeless youth in three national samples.

*Source: American Journal of Public Health*

A Note on the Benefits of Homeownership

*Source: Journal of Urban Economics*

Association of Homelessness with Hospital Readmissions—An Analysis of Three Large States

*Source: Journal of General Internal Medicine*

Linking provided by **Scholes**  **Explorer**

## References

1. Aaronson D. 2000. A note on the benefits of homeownership. *J Urban Econ.* 47(3):356–369. doi:10.1006/juec.1999.2144.

Web of Science ® | Google Scholar

2. Amore K, Viggers H, Baker MG, Howden-Chapman P. 2013. Severe housing deprivation: the problem and its measurement. Wellington (New Zealand): Statistics New Zealand.

Google Scholar

3. ASR. 2015. Santa Clara county homeless point-in-time census and survey. [https://news.sccgov.org/sites/g/files/exjcpb956/files/SantaClaraCounty\\_HomelessReport\\_2015\\_FINAL.pdf](https://news.sccgov.org/sites/g/files/exjcpb956/files/SantaClaraCounty_HomelessReport_2015_FINAL.pdf)

Google Scholar

4. Bassuk E, Buckner J, Weinreb L, Browne A, Bassuk SS, Dawson R, Perloff JN. 1997. Homelessness in female-headed families: childhood and adult risk and protective

PubMed | Web of Science® | Google Scholar

5. Bassuk EL, DeCandia CJ, Tsertsvadze A, Richard MK. 2014. The effectiveness of housing interventions and housing and service interventions on ending family homelessness: a systematic review. *Ame J Orthopsychiatry*. 84(2):457–474. doi:10.1037/ort0000020.

PubMed | Web of Science® | Google Scholar

6. Brakenhoff B, Jang B, Slesnick N, Snyder A. 2015. Longitudinal predictors of homelessness: findings from the national longitudinal survey of youth-97. *J Youth Stud*. 18(8):1015–1034. doi:10.1080/13676261.2015.1020930.

PubMed | Web of Science® | Google Scholar

7. Bretherton J. 2017. Homelessness and gender reconsidered. *Eur J Homelessness*. 1–22.

Google Scholar

8. Chanmugam A, Kemter AJ, Goodwin KH. 2015. Educational services for children in domestic violence shelters: perspectives of shelter personne. *Child Adolesc Soc Wo*. 32(5):405–415. doi:10.1007/s10560-015-0380-x.

Web of Science® | Google Scholar

9. Didenko E, Pankratz N. 2007. Substance use: pathways to homelessness? Or a way of adapting to street life. *Visions J*. 4(1):9–10.

Google Scholar

10. Embleton L, Lee H, Gunn J, Ayuku D, Braitstein P. 2016. Causes of child and youth homelessness in developed and developing countries: a systematic review and meta-

PubMed | Web of Science® | Google Scholar

11. Fauk NK, Mwakinyali SE, Putra S, Mwanri L. 2017. The socio-economic impacts of AIDS on families caring for AIDS-orphaned children in Mbeya rural district, Tanzania. *Int J Hum Rights Healthc.* 10(2):132–145. doi:10.1108/IJHRH-01-2017-0002.

Google Scholar

12. Finfgeld-Connett D, Bloom TL, Johnson ED. 2012. Perceived competency and resolution of homelessness among women with substance abuse problems. *Qual Health Res.* 22(3):416–427. doi:10.1177/1049732311421493.

PubMed | Web of Science® | Google Scholar

13. Fraser B, Pierse N, Chisholm E, Cook H. 2019. LGBTIQ+ homelessness: a review of the literature. *Int J Environ Res Public Health.* 16(15):2677. doi:10.3390/ijerph16152677.

PubMed | Web of Science® | Google Scholar

14. Fullman N, Barber RM, Abajobir AA, Abate KH, Abbafati C, Abbas KM, et al. 2017. Measuring progress and projecting attainment on the basis of past trends of the health-related Sustainable Development Goals in 188 countries: an analysis from the global burden of disease study 2016. *Lancet.* 390(10100):1423–1459.

PubMed | Web of Science® | Google Scholar

15. Fusaro VA, Levy HG, Shaefer HL. 2018. Racial and ethnic disparities in the lifetime prevalence of homelessness in the United States. *Demography*. 55(6):2119–2128. doi:10.1007/s13524-018-0717-0.

[PubMed](#) | [Web of Science ®](#) | [Google Scholar](#)

16. Greene JM, Emmett ST, Kingwait CL. 1997. Substance use among runaway and homeless youth in three national samples. *Am J Public Health*. 87:229–235. doi:10.2105/AJPH.87.2.229.

[PubMed](#) | [Web of Science ®](#) | [Google Scholar](#)

17. Hamilton AB, Poza I, Washington DL. 2011. “Homelessness and trauma go hand-in-hand”: pathways to homelessness among women veterans. *Women Health Iss*. 21(4):S203–S209. doi:10.1016/j.whi.2011.04.005.

[PubMed](#) | [Web of Science ®](#) | [Google Scholar](#)

18. Hodge DR, Moser SE, Shafer MS. 2012. Spirituality and mental health among homeless mothers. *Soc Work Res*. 36(4):245–255. doi:10.1093/swr/svs034.

[Web of Science ®](#) | [Google Scholar](#)

19. Jencks C. 1995. *The Homeless*. Sociology and Urban Affairs at Northwestern University: Harvard University Press.

[Google Scholar](#)

20. Khatana SAM, Wadhera RK, Choi E, Groeneveld PW, Culhane DP, Kushel M, Kazi DS, Yeh RW, Shen C. 2020. Association of homelessness with hospital readmissions—An analysis of three large states. *J Gen Intern Med*. 35(9):2576–2583. doi:10.1007/s11606-020-05946-4.

[PubMed](#) | [Web of Science ®](#) | [Google Scholar](#)

21. Koh HK, O'Connell JJ. 2016. Improving health care for homeless people. *Jama*. 316(24):2586–2587. doi:10.1001/jama.2016.18760.

PubMed | Web of Science ® | Google Scholar

from the 2010 Child Development Supplement. *Am J Econ Soc*. 66(2):403–405. doi:10.1111/j.1536-7150.2009.00635.x.

Web of Science ® | Google Scholar

23. Morton MH, Dworsky A, Matjasko JL, Curry SR, Schlueter D, Chávez R, Farrell AF. 2018. Prevalence and correlates of youth homelessness in the United States. *J Adolescent Health*. 62(1):14–21. doi:10.1016/j.jadohealth.2017.10.006.

PubMed | Web of Science ® | Google Scholar

24. Nell E, Evans M, Gornick J 2016. Child poverty in middle-income countries. LIS Working Paper No. 666. Luxembourg: LIS.

Google Scholar

25. Nilsson SF, Nordentoft M, Hjorthøj C. 2019. Individual-level predictors for becoming homeless and exiting homelessness: a systematic review and meta-analysis. *J Urban Health*. 96(5):741–750. doi:10.1007/s11524-019-00377-x.

PubMed | Web of Science ® | Google Scholar

26. NYC Department of Homeless Services. 2019. NYC hope 2019 results.

Google Scholar

27. Phipps M, Dalton L, Maxwell H, Cleary M. 2019. Women and homelessness, a complex multidimensional issue: findings from a scoping review. *J Soc Distress Homel*. 28(1):1–

13. doi:10.1080/10530789.2018.1534427.

Web of Science® | Google Scholar

28. Reeve K. 2018. Women and homelessness: putting gender back on the agenda.

Google Scholar

29. The Council of Economic Advisors. 2019. The State of Homelessness in America.

<https://www.whitehouse.gov/wp-content/uploads/2021/12/National-Action-Plan-to-Combat-Human-Trafficking.pdf>

. Accessed on 2022 Aug 25.

Google Scholar

30. Tsai J. 2018. Lifetime and 1-year prevalence of homelessness in the US population: results from the national epidemiologic survey on alcohol and related conditions-III. *J Public Health*. 40(1):65–74. doi:10.1093/pubmed/fdx034.

Web of Science® | Google Scholar

31. Tsai J, Rosenheck RA. 2015. Risk factors for homelessness among US veterans. *Epidemiol Rev*. 37(1):177–195. doi:10.1093/epirev/mxu004.

PubMed | Web of Science® | Google Scholar

32. Yoo R, Krawczyk N, Johns E, McCormack RP, Rotrosen J, Mijanovich T, Gelberg L, Doran KM. 2022. Association of substance use characteristics and future homelessness among emergency department patients with drug use or unhealthy alcohol use: results from a linked data longitudinal cohort analysis. *Subst Abus*. 43(1):1100–1109. doi:10.1080/08897077.2022.2060445.

PubMed | Web of Science® | Google Scholar

inequality - food insecurity

## Homelessness in the United States



By Cassie Hall

Published Fall 2019

*Special thanks to  
Sam Lofgran and  
Josh Tillman for  
editing and research  
contributions*

### + Summary

Homelessness is an issue for individuals all across the country who lack stable housing and the finances for other necessities like water, food and safety. Homelessness occurs for several reasons, including poverty, mental illness, and substance abuse. Many negative outcomes have been reported as a result of homelessness, including negative impacts on physical health, worsening of mental illness, worsening of substance abuse, and negative outcomes for children and youth. Several practices have been implemented to avoid such outcomes including emergency shelters, food kitchens, transitional housing, and Housing First approaches. Practices in Housing First have the greatest impact to report.

## + Key Takeaways

- Homelessness is a complex problem that occurs more often in urban areas along the U.S. coasts.
- Homelessness occurs for a variety of reasons such as poverty, rent price increases, substance abuse, addiction, and mental illness.
- Homelessness has multiple consequences such as threats to physical health, both within shelters and on the streets, the development of substance abuse or mental illness, and negative effects on youth development.
- Many practices are being implemented to address the issue of homelessness such as emergency shelter and food kitchen services, transitional housing, and the Housing First approach.
- Programs that utilize the Housing First approach appear to have the greatest impact to report as they house individuals more quickly and permanently than traditional practices and decrease community cost.

## + Key Terms

**Homelessness**—The U.S. Federal Government defines homelessness as individuals and families "who lack a fixed, regular and adequate nighttime residence who will imminently lose their primary nighttime residence," or "who are fleeing, or are attempting to flee...dangerous or life-threatening conditions that relate to violence."<sup>1</sup>

**Chronic homelessness**—The U.S. Federal Government defines Chronic homelessness as homeless adults (age 18 or over) with a disability who have been continually homeless for a year or have been homeless for at least 12 months over the past 3 years. Persons in this group must have been living in places considered unsuitable for human habitation or an emergency shelter to be considered chronically homeless.<sup>2</sup>

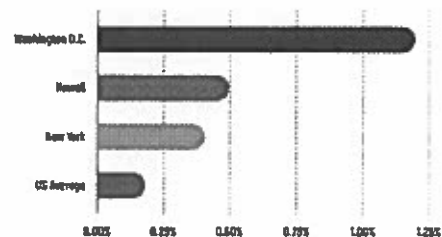
**Disability**—A disability can include a "diagnosable substance-use disorder, serious mental illness, developmental disability, posttraumatic stress disorder, cognitive impairments resulting from a brain injury, chronic physical illness or disability, the disease of AIDS, or any conditions arising from the etiological agency for AIDS." A disability may also include multiple severe diagnoses in physical or mental health or those who suffer with addiction.<sup>3</sup>

**Poverty**—The United States Census has defined a 2019 poverty threshold dollar amount determined by the number of persons in a household. This threshold is used to measure the spread of poverty in the nation. Households are considered in poverty if their income is below their threshold bracket.<sup>4</sup>

## Context

Homelessness is a widespread issue in the United States, and it has a great impact on individual health and life satisfaction as well as community cost. On a given night in January 2018, it was estimated that approximately 552,830 individuals in the United States experienced homelessness, 33% of which were families. Among the homeless population, data suggests that nearly 24% were considered chronically homeless<sup>5</sup> and 35% were found in unsheltered living on the streets, in abandoned buildings, and in other locations unsuitable for living.<sup>6</sup>

Top 3 States in the United States:  
Percentage of the Population Experiencing Homelessness



Although this data provides helpful insights, it can be difficult to gather more information on the homeless population due to the constant movement of individuals in and out of homelessness. In 2015, the national average of homelessness was 0.18% of the population, but the regions with the highest rates of homelessness were Washington D.C. with 1.2%,

Hawaii with 0.5% and New York with 0.41%.<sup>7</sup>

Since half of the homeless population is found in 5 states, namely California, New York, Texas, Florida, and Washington, most of the data in this brief will address these urban areas of the country.<sup>8</sup>

Attitudes regarding homelessness have shifted substantially over the last 20 years. A 1997 study regarding the general population's attitude toward people experiencing homelessness reported that people were more likely to respond to homelessness with high "social distance," which was defined as a person's unwillingness to associate with the individual in the community, at work or as a friend. However, a subsequent follow-up survey conducted in 2016 comparing general attitudes toward the homeless over the previous 2 decades reflects a shift in attitude with greater compassion towards those facing homelessness.<sup>9</sup> Participants attributed homelessness more to structural issues such as economic recessions and less to the "laziness" of homeless individuals, and the majority reported a desire to protect the rights of the homeless population. This report is significant when compared with the population in the 1990s that endorsed greater restrictions on sleeping and panhandling in public.<sup>10</sup> This shift in attitude toward acceptance of the homeless population could indicate greater public involvement in addressing the issue of homelessness in governmental aid, volunteer work, and political policy.

## Contributing Factors

### Poverty

Poverty in the United States is defined as living below a certain monetary income threshold determined by family size and composition. As of 2017, 11.8% of the United States population was living below this threshold.<sup>11</sup> Among a sample of families across the United States that had spent at least 1 week in an emergency shelter, data showed that many were in deep poverty, with a

median annual income of \$7,440.<sup>12</sup> Many homeless individuals in deep poverty are especially affected by minimum wage and housing prices.

### *Minimum Wage*

Minimum wage contributes to poverty in the United States, eventually leading some to live on the streets even if they are employed.<sup>13</sup> In order to cover the average cost of living in the United States in 2017, it was calculated that the minimum wage would need to be \$16.07 per hour for a family of four. This amount accounts for expenses using data for food, childcare, health care, housing, transportation, and other basic necessities.<sup>14</sup> As of 2010, the federal minimum wage was changed to \$7.25 per hour.<sup>15</sup> Though more than half of the United States have raised the state's minimum wage to cover the cost of living in that state,<sup>16</sup> the Bureau of Labor Statistics found that 2.2 million U.S. workers in 2016 were receiving at or below the federal minimum wage rate, not taking tips and commission into account.<sup>17</sup>



*Percentage of the population below the poverty line.*

### *Housing Prices*

Studies show that affording a modest 2 bedroom apartment in the United States would require 3 times the minimum wage.<sup>18</sup> Unaffordable rent, especially combined with a low minimum wage, makes it difficult to obtain and retain housing.<sup>19</sup> Affordable housing is defined by the U.S. Department of Housing and Urban Development (HUD) as 30% of household income.<sup>20</sup> The HUD

estimates that in 2019 over 12 million renters and homeowners spend more than half of their annual income on housing, often making housing unaffordable and unsustainable.<sup>21</sup>

Homelessness most often occurs in urban areas where housing is most expensive due to higher demand for housing.<sup>22</sup> Research shows that price-to-income ratios, which measure the affordability for housing in an area using median house prices and median household income, are highest in densely populated urban areas along the western and eastern coasts of the United States.<sup>23</sup> The high price-to-income ratio does not support the high cost of living, leading many to lose their homes. Homeless rates are also highest in these areas with nearly 17% of the entire homeless population living in New York and 24% in California.<sup>24</sup>

Among a sample of homeless U.S. families, 85% had to live in a unit with another family because they were unable to pay rent on their own.<sup>25</sup> This problem may be due to the fact that the nation experienced a \$21 average rent increase when comparing inflation-adjusted 5 year estimates of 2007-2011 with 2012-2016 estimates, though there has not been a change in the minimum wage since 2010.<sup>26</sup> Due to the fact that rent and home prices increase year to year at a greater rate than wage increases, residents who do find housing are often unable to keep up with housing payments and struggle to maintain the housing they have.<sup>27</sup>

## **Mental illness**

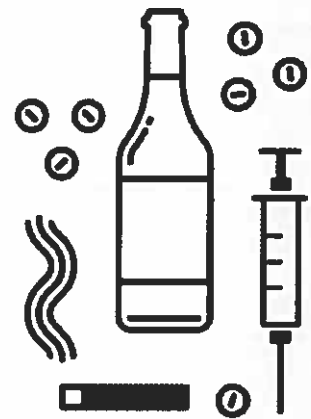
Mental illness is reported among single adults as the third largest cause for homelessness,<sup>28</sup> and it is estimated that about one-third of the current U.S. homeless population struggles with a severe mental illness. This is perpetuated by the cyclical relationship of mental illness and homelessness, as many who are experiencing homelessness are often unable to receive care for mental illness. Individuals with schizophrenia and bipolar disorder are among the most at risk of becoming homeless.<sup>29</sup>

Mental illness can affect daily life, often leading to difficulties in relationships with caregivers, family members, and friends who are necessary resources to keep individuals out of homelessness. Those struggling with mental illness may struggle to build healthy relationships and may react irrationally to the help and counsel of others. This behavior causes them to avoid and distance themselves from caregivers who could provide financial resources and shelter.<sup>30</sup>

Experiencing mental illness may both contribute to initial home loss and continued inability to achieve housing after becoming homeless. Homeless individuals that have mental illnesses may struggle to escape homelessness because of the difficulty finding and maintaining stable employment. Many individuals suffering from mental illness experience cognitive and behavioral challenges that make it difficult to carry out daily work and earn a stable income in order to maintain housing.<sup>31</sup> A study conducted in 2010 supports this idea by showing that those with mental illness had decreased employment rates, lower wages, and greater rates of absenteeism.<sup>32</sup>

## Substance Abuse

Due to limited access to psychiatric help, individuals with mental illness may also self-medicate with drugs, which can lead to an increased risk for homelessness, violence, incarceration, and suicide.<sup>33</sup> Substance abuse can lead individuals to become homeless due to job loss, poorly used resources, and hurt relationships. In fact, substance abuse was responsible for 18.2% of those experiencing homelessness for the first time.<sup>34</sup> Two-thirds of homeless individuals in 2009 reported that substance abuse was a major factor in their becoming homeless, and young adults attributed it to be the single largest cause for their homelessness.<sup>35</sup>



Substance abuse is oftentimes combined with one or more other contributing factors that lead to homelessness, including poverty. Statistically significant research suggests that the risk of homelessness increases when substance abuse is combined with poverty. In fact, over one-third of Americans experiencing poverty combined with alcohol or drug dependence were led into homelessness. These factors, when combined, increase the risk of homelessness.

Substance abuse can also lead to job loss because it can cause individuals to miss shifts at work due to disruptive addictions and, ultimately, lose their jobs.<sup>36</sup> In addition to job loss, substance abuse increases the likelihood of misusing finances. As substance abuse is linked to impaired psychosocial functioning, those struggling with substance abuse in poverty may be unable to cope with challenges and manage financial resources to maintain housing. Additionally, those in poverty who struggle to pay their bills often cannot afford the costs of an addiction and end up homeless.<sup>37</sup>

Substance abuse and addiction can also disrupt relationships, estranging individuals from housing assistance when faced with extreme poverty.<sup>38</sup> Many homeless individuals report that their problems with drug addiction have created rifts in family relationships which in turn can lead to inability to access resources such as shelter. In fact, several homeless individuals report being evicted from their previous residence by a family member.<sup>39</sup> This loss of a family network removes the resources, financial support, and housing options that relatives could offer to help avoid homelessness.

## Consequences

### Physical Health

Homelessness poses a great threat to the physical health of individuals, with more than one-third of homeless individuals experiencing poor health and mortality rates 3 to 4 times higher than the rates of the general population.<sup>40</sup> Poor health outcomes can be seen among homeless individuals staying in shelters and outdoors. Statistics show that the homeless are more likely to suffer from physical and mental illness and substance abuse, and often these individuals die earlier than the general population.<sup>41</sup>

Many homeless individuals struggle with poor health due to irregular sleeping and eating patterns, dangerous living conditions, lack of resources, and high-risk behaviors.<sup>42</sup> Many become involved in risky and dangerous behaviors such as drug dealing, stealing, and prostitution in order to survive, the latter leading to health risks such as sexually transmitted diseases.<sup>43</sup> Diseases often advance to stages that are difficult to treat due to lack of prevention and early access to care. Poor hygiene

and self-care, due to limited access to showers and clean clothing, also contribute to poor health and can pose a problem for those seeking employment and housing.<sup>44</sup>

Additionally, many of those experiencing homelessness do not have the resources to manage physical self-care. Many face challenges in accessing oral and medical care, and oral health tends to be a low priority for those that cannot maintain a home or afford food.<sup>45</sup> In a study of the homeless population in the United States and the United Kingdom, only 27% of those who were homeless sought oral health care when it was needed due to barriers such as cost, fear of treatment, lack of knowing where to find dental care, as well as lack of Medicaid registration in order to receive governmental help.<sup>46</sup>

### *Shelter Conditions*

There are many poor health conditions that arise for homeless individuals staying in shelters. Of the nearly 553,000 people experiencing homelessness in 2018, 65% were staying in sheltered locations including emergency shelters, transitional housing units, and safe havens. One study reports the occurrence of many health problems due to lack of hygiene within shelters that were run by the state or by faith-based organizations. Among the health issues noted were high occurrences of tuberculosis and other diseases.<sup>47</sup> Additionally, skin infection is often passed along by close contact in crowded shelters and contaminated sanitation facilities.<sup>48</sup>



*Percentage of homeless individuals staying in shelters.*

Several factors contribute to these health issues including poor ventilation and air supply, lack of procedures to confine contagious clients, substandard waste management, poor quality and

shortages of drinking water, lack of access to toilets or showers, inadequate laundry services, poor personal hygiene, insufficient handwashing, and food handling strategies.<sup>49</sup> Even with the presence of sanitation structures such as bathrooms and showers, many individuals report feeling uncomfortable or unsafe using the facilities. Due to resource and budget constraints, many facilities are seldom cleaned and disinfected,<sup>50</sup> and there are also physical health threats that come from bedding, mattresses, flooring, and walls of shelters. Other environmental factors contributing to poor health include second-hand smoke, lack of pest control, insufficient fire prevention procedures, absence of areas for diapering infants, and dampness.<sup>51</sup>

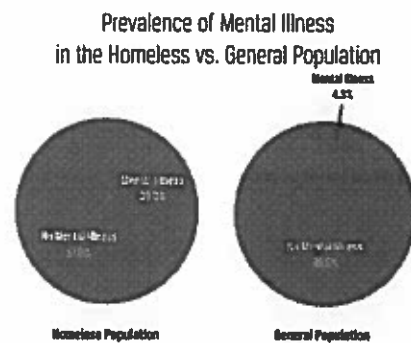
### ***Outdoor Conditions***

Many experiencing homelessness are hesitant to stay in shelters and prefer to camp outside due to the drug activity and violence within shelters.<sup>52</sup> However, these individuals are still exposed to unsafe conditions when outdoors. With 35% of homeless individuals sleeping outdoors in 2018,<sup>53</sup> and even more spending the daytime hours outdoors, these individuals must perform many activities outdoors including urinating, panhandling, eating, and sleeping.<sup>54</sup> In a study done on the hygiene of the homeless in Massachusetts, several factors were proven to contribute to poor health. Insufficient access to bathrooms and showers increased risk for infectious and diarrheal diseases such as typhoid and cholera, and lack of access to laundry services increased prevalence of lice, fleas, and mites that transmit diseases.<sup>55</sup> The illnesses and health problems that occur often worsen from poor living conditions on the streets and failure to receive treatment promptly. Limited access to sanitation can also intensify chronic diseases by creating obstacles for treatment adherence.<sup>56</sup>

### **Mental Illness**

Mental illness is a cyclical issue that contributes to homelessness but is also amplified by homelessness. Among the homeless population, nearly 33% experience a severe form of mental illness<sup>57</sup> compared to only 4.5% of the general population.<sup>58</sup> The

most common mental illnesses among the homeless population are depression, personality disorders, psychosis, and substance abuse disorders.<sup>59</sup> Homelessness and its duration can intensify the symptoms of existing mental illnesses and can lead to higher psychiatric distress and substance abuse and lower levels of recovery for those diagnosed with mental illness before becoming homeless.<sup>60</sup>



## Substance Abuse

Homelessness decreases the ability to overcome addiction for those already struggling with a substance abuse disorder. The National Coalition for the Homeless found that in 2009, 38% of the homeless population was alcohol dependent and 26% was dependent upon other substances. One obstacle to sobriety is the lack of housing stability and the frequent movement between hospitals and the streets. Another obstacle is the lack of social support due to being estranged from family and friends.<sup>61</sup> Often, those that are homeless prioritize survival and the need to find housing and food above addiction recovery. Others view substance abuse as a way of being accepted into the homeless community. Additionally, drugs are often used to self-medicate.<sup>62</sup>

Substance abuse often occurs after becoming homeless due to the high stress of living on the streets, constantly seeking food, experiencing poor health, and being separated from loved ones. Homeless youth ages 12-17 are also very susceptible to substance abuse when homeless, with 71% of runaway, missing, or abducted children experiencing a substance abuse disorder.<sup>63</sup> This result often occurs due to family homelessness, abuse, stress, early substance use, and co-occurring disorders.<sup>64</sup>

## Effects on Children and Youth

Children and youth are especially affected by homelessness. The HUD reported that there were 36,361 unaccompanied homeless youth under the age of 25 in 2018, nearly 7% of the total homeless population. This group is also more likely to be unsheltered compared to the general homeless population, with 51% of unaccompanied youth without shelter as compared to 35% of the general homeless population.<sup>65</sup> Of the children found in shelters or transitional housing, more than half are under the age of five.<sup>66</sup>

Homelessness affects the emotional development of youth due to the stresses of homeless life.<sup>67</sup> Though many may have experienced trauma prior to becoming homeless due to sexual or physical abuse, the risk of trauma increases after leaving home to live on the streets.<sup>68</sup> Post-Traumatic Stress Disorder (PTSD) rates are reportedly higher among homeless youth than the general population; according to one study, 28% of homeless youth met the criteria for PTSD compared to 8% of youth in the general population.<sup>69</sup> Young children are especially susceptible to the challenges faced in homelessness and many have experienced language delays and emotional problems.<sup>70</sup> Homeless youth are also more susceptible to mental illness, social isolation, and suicide attempts.<sup>71</sup>

Homelessness adversely affects cognitive development and academic performance in youth. In the 2011-2012 school year, only 48% of homeless children met math standards and 51% met reading standards.<sup>72</sup> Homeless children are also twice as likely to have a learning disability and 3 times as likely to have an emotional disturbance compared to children that are not homeless. Some of the academic concerns can be attributed to disrupted school attendance. Additionally, half of homeless students are held back for 1 year and 22% are held back for multiple years.<sup>73</sup>

## Practices

### Emergency Shelters and Soup Kitchens

Many communities offer emergency resources such as emergency shelters and food kitchens to assist those with immediate needs. Of the nearly 553,000 people experiencing homelessness in the United States in 2018, 65% were found in one of over 10,000 emergency shelters<sup>74</sup> or in transitional housing.<sup>75</sup> Some shelters offer showers, laundry services, and meals for those staying in the facility.<sup>76</sup>

One such organization is the Union Rescue Mission, which serves the homeless population of San Diego, California. The organization offers each guest a bed for 90 days, and provides 3 meals each day, showers, haircuts, clean clothes, and medical care. It also offers help in connecting individuals with nearby services.<sup>77</sup> Feeding America is another national organization that provides meals and groceries to individuals experiencing homelessness. This food is distributed through soup kitchens and food pantries. Many of its programs also provide snacks for children and mobile pantries for the elderly.<sup>78</sup>

### ***Impact***

Organizations offering emergency resources do not report on intervention, impact, nor outcomes, because the primary purpose of their service is to temporarily relieve homeless individuals of immediate basic necessities. These resources do not lead to decreased homelessness, but do deliver many outputs assisting the homeless population. Such outputs include the number of individuals served, beds used, meals served, and days of service. Most homeless shelters provide shelter 365 days a year, including holidays, for everyone that comes.<sup>79</sup> Across the nation, over 286,000 beds are designated as emergency shelter beds.<sup>80</sup>

The Feeding America Organization serves 46.5 million people each year through its 58,000 food-distributing programs, which include providing meals and groceries.<sup>81</sup> The Union Rescue Mission provides, on average, 3,000 hot meals each day of the year. The shelter also provides beds for an average of 924 men, women, and children, and 62 families each night. They also offer life management classes and referrals for employment, government aid, and housing to connect individuals to the care and help they need for recovery.<sup>82</sup>

### ***Gaps***

Although emergency resources can temporarily relieve the need for shelter and food on a daily basis, they do not provide sustainable change to overcome homelessness. Out of desire to accommodate the greatest number of people, these programs do not provide the resources required to connect every individual to therapy, programs for overcoming substance abuse, or providers that can help them find employment and housing.<sup>83</sup> Many homeless individuals also report that they avoid shelters because they prefer the autonomy of living on the streets and dislike the dirty and noisy facilities, crowding, unkind staff, or danger experienced in shelters.<sup>84</sup>

Furthermore, despite the large number of shelter beds available nationally, these beds do not always align with the geographic population and may be insufficient for a given area. For example, a survey of shelters funded by the Los Angeles Homeless Services Authority found an overall utilization rate of 78%, yet a shelter in Colorado Springs reported having to turn away at least 20 people each night due to bed shortages.<sup>85</sup>

## Transitional Housing

Transitional housing provides individuals with a temporary residence for 24 months and rehabilitation that addresses the root causes of homelessness in order to increase independent living. The goal of these organizations is to end homelessness by helping people overcome the obstacles that contribute to homelessness. These residential treatment programs normally serve families in need of support to leave shelters, cope with trauma, practice job skills, overcome mental illness, or deal with the criminal justice system. They also serve veterans, those with low or no income, and those with unstable housing.<sup>86</sup>

An example of a transitional housing program is Attain Housing, which serves a handful of cities in Washington state. They provide housing as well as case management services to help families get back on their feet and eventually attain their own housing.<sup>87</sup>

## *Impact*

There has not been impact data collected for transitional housing programs, but organizations do supply their outputs and outcomes. Outputs of this program focus on helping individuals get employed and find housing.<sup>88</sup> In the United States, 101,000 beds are currently dedicated to transitional housing units,<sup>89</sup> and shelters and transitional housing served 157,000 families nationally in 2015. Of these families, 70-80% of families exited homelessness to stable housing in 6 months. This intervention is reported to be especially beneficial to survivors of domestic violence or other severe trauma who prefer security and services in a group setting, unaccompanied youth who may be pregnant and are unable to live independently, and those struggling with substance abuse who need intensive support to recover.<sup>90</sup>

Attain Housing's output data states that the organization provides 33,000 bed nights each year for families in need of housing. According to the 2018 impact report, 141 families were served by Attain

Housing and 101 moved into a stable home. They served 2702 meals and provided 3,000 hours of case management focused on developing skills for employment, improving credit, and furthering education. The organization's outcomes include helping 91% of its clients move out of transitional housing to permanent housing.<sup>91</sup> In 2017, case managers helped to increase client income by 71.5%. Of the qualified families, 80% obtained permanent housing after exiting this transitional housing program; 95% of these clients retained permanent housing after 3 months.<sup>92</sup>

### *Gaps*

A difficulty with this intervention that may prevent more individuals from being helped is that families are screened for eligibility. In a study of nearly 3,000 families, 51% lost access to at least 1 transitional housing program after screening. Many did not meet eligibility requirements for income, substance abuse, credit history, education, or work experience, and more than 20% failed to meet employment requirements. Another limiting factor for families is finding a suitable house for the family's size and composition, which is often not possible.<sup>93</sup>

### **Housing First**

Housing First is a method that uses 2 approaches including rapid rehousing and permanent supportive housing. These interventions challenge the traditional housing approach of providing services to homeless individuals and using progress benchmarks to assess their readiness for housing. Instead, Housing First places individuals in permanent housing without prerequisites beyond typical renters. The program allows clients to set up their own service plan or refuse services completely, recognizing that mental and physical well-being is much more attainable when people have stable housing.<sup>94</sup>

The permanent supportive housing approach provides long-term rental assistance, such as rental vouchers, for as long as needed as well as optional services that are not required in order to obtain housing.<sup>95</sup> This approach focuses primarily on individuals who are considered disability who have been continually homeless for a year or have been homeless for at least 12 months over the past 3 years. Persons in this group must have been living in places considered unsuitable for human habitation or an emergency shelter to be considered chronically homeless.. >chronically homeless and who are often resistant to the traditional models of service because of their specific needs.

Most homeless people have many specific needs, such as chronic illness, disability, substance abuse disorder, and mental illness which can make it difficult to obtain and maintain housing. Rapid rehousing provides short term rental assistance and services. It is provided for a variety of people, including those who find themselves without housing due to a temporary personal crisis and need help to access housing rather than supportive services. This approach includes housing identification, move-in assistance, and case management to help individuals find housing, increase self-reliance, and remain permanently housed.<sup>96</sup>

The Los Angeles Housing for Health program utilizes permanent supportive housing, offering rental subsidies and vouchers as well as providing resources for case management, health services, benefit assistance, housing location, eviction prevention, employment, education, and life skills. This program serves individuals with complex health needs and repeated users of hospital services.<sup>97</sup> Community of Hope in Washington D.C. also offers a rapid rehousing program. It provides short or medium-term rental assistance and employment search services.<sup>98</sup>

### ***Impact***

Housing First has helped homeless individuals find housing more quickly, stay out of homelessness longer, and reduce community costs.<sup>99</sup> A randomly controlled experiment was conducted to compare those housed through the Housing First approach with those in a control group using various care programs. Those that were with Housing First reported that over the last 6 months, they had been housed 80–90% of the time, while those that were housed with other services reported only being housed 40% of the time. The Housing First group also used substance and psychiatric services less often than the control group.

Many housing services require sobriety and psychiatric help before allowing anyone to be housed. However, in the study that was mentioned in the previous paragraph, it was concluded by the researchers that, as those in Housing First without requirement of these services beforehand ultimately stayed in housing longer, this requirement shouldn't be necessary.<sup>100</sup> While studies have shown that this approach improves the mental stability and health of its clients, it also reduces public costs including the cost of shelters, hospitals, mental hospitals, and incarceration. One

study reported savings of \$31,545 per homeless individual by using Housing First instead of emergency services such as hospitalization, shelter services, and jails.<sup>101</sup>

Of those that received housing assistance from Los Angeles Housing for Health, 96% retained stable housing for at least 1 year. Costs for public services decreased by nearly 60% in the year after clients moved into supportive housing, decreasing from \$38,146 to \$15,358 on average. This reduction in cost reflects shorter hospital stays and fewer emergency room visits.<sup>102</sup> Housing for Health placed over 4,000 people in housing and provided more than 3,000 rental subsidies. They also screened 15,000 individuals for eligibility of federal benefits.<sup>103</sup> Approximately 34% of individuals who exited rapid rehousing services increased their income through paid employment.<sup>104</sup> Additionally, Community of Hope served 297 families in its rapid rehousing program and placed 97% in stable housing. It assisted 37% in gaining or retaining employment.<sup>105</sup>



**Gaps**

Some of the challenges for this model include funding issues. Some funding to housing programs is specifically time-limited or is intended to be put toward specific resources that do not fit within the goals of this new program. This funding issue has also been a problem for service providers seeking funding for case management and treatment.<sup>106</sup> Due to this issue, this approach has often not allowed for flexibility in personalized assistance.<sup>107</sup> Also, this approach has not normally gathered data to analyze service utilization in order to gain a better understanding of the population they are serving and their needs. Additionally, many are concerned that case managers in this program will struggle to manage the 2 different groups of clients, one they are assisting to progress toward independence preceding their housing and the other who is not under the same constraints and can obtain housing almost instantly with lasting help.<sup>108</sup> Lastly, many in rapid rehousing programs struggle to find landlords willing to rent to them. In Washington D.C., 45% of renters with vouchers faced discrimination from landlords.<sup>109</sup>

Preferred Citation: Hall, Cassie. "Homelessness in the United States." Ballard Brief. December 2019. [www.ballardbrief.org](http://www.ballardbrief.org).

*Viewpoints published by Ballard Brief are not necessarily endorsed by BYU or The Church of Jesus Christ of Latter-day Saints*

## Footnotes

### North America



Cassie Hall

Cassie graduated from BYU with a bachelors in Human Resource Management. As she discovered her love for helping businesses improve their processes and achieve their goals, she also found a passion for using those skills in social innovation. She became a Ballard Scholar of Social Innovation in hopes of using her organizational and business skills to make an impact in the fight

against poverty. Cassie looks forward to starting her own family and hopes to dedicate herself to a life of service in her church, community and family. She loves wake surfing, running, sports, traveling and ice cream.

< **Healthcare  
Access in Rural  
Communities in  
India**

**Deforestation in  
the Amazon  
Rainforest** >

**Do Good. Better.**

ballardbrief@byu.edu

[Privacy Notice](#) | [Cookie Preferences](#)

# The Causes of Homelessness

## What causes homelessness?

The Bay Area is home to some of the wealthiest and most expensive places to live in the world. In the shadow of this great wealth, thousands of people are homeless and many thousands more live below the poverty line on the verge of homelessness.

We know from talking with our Team Members and hearing their stories that there are many reasons people can become homeless: a traumatic event, loss of a job, the inability to pay for needed health-care, or a criminal background got in the way of finding a job.

## How do people become homeless?

Top reasons people become homeless:

- 31% job loss
- 20% drugs or alcohol use
- 15% divorce or separation,
- 13% an argument with a family member who asked them to leave
- 7% domestic violence.
- 10% eviction
- 7% mental health
- 7% physical health or medical condition.
- 12% incarceration
- 1% housing restrictions due to probation or parole

## What could prevent homelessness?

When asked what would have prevented their homelessness, respondents reported:

- 34% employment assistance
- 31% rental assistance
- 28% drug or alcohol counseling
- 19% mental health services

## How is homelessness defined?

Any person living in a temporary location, such as a shelter or a place not fit for human habitation (encampment, car, abandoned building, etc.), is considered homeless, according to the Department of Housing and Urban Development. [For the official federal definition click here.](#)

(These statistics are drawn from the Department of Housing and Urban Development's Point-in-Time count 2016.)

### **Homelessness By the Numbers**

Homelessness affects our communities on a national, regional and local level. The extent of the challenge is mind-boggling. Take a look at the numbers from the Home Not Found: The Cost of Homelessness in Silicon Valley report.

#### **United States:**

- In January 2014, there were 578,424 people experiencing homelessness on any given night in the United States
- Of that number, 216,197 are people in families, and 362,163 are individuals
- About 15% of the homeless population (84,291) are considered "chronically homeless" individuals
- About 9% of homeless people (49,933) are veterans

#### **California:**

- California hosts a total of 113,952 homeless individuals
  - This represents 20% of all homeless people in the United States
- There are approximately 15,179 homeless veterans

#### **Santa Clara County, California:**

- In 2013, there were 7,631 homeless individuals in Santa Clara County
- By contrast, in 2015 there were only 6,556, representing a **14% reduction in homelessness in Santa Clara County.**
  - 4,654 of them were unsheltered
- There are approximately 683 homeless veterans

Did you know that homelessness costs on average cost of \$62,473 per chronically homeless person? Other consequences of homelessness.

From Streetstream

<http://streetsteam.org>

## KEY FINDINGS

This chapter summarizes key findings from the study and explains the scope of the analysis and how recidivism is defined and measured. The second chapter of this report discusses the RDAP program requirements and analyzes differences in offender and offense characteristics and recidivism rates among eligible offenders. The third chapter of this report details NRDAP program requirements and the differences in offender and offense characteristics and recidivism rates among eligible offenders. Finally, the fourth chapter concludes with a review of the report's findings.

**This study observed a significant reduction in the likelihood of recidivism for offenders who completed the Residential Drug Abuse Treatment Program or the Non-Residential Drug Abuse Treatment Program.**

**1** RDAP Completers had lower rates of recidivism, compared to eligible offenders who did not complete or participate in the program. Less than half of RDAP Completers (48.2%) recidivated in the eight-year follow-up period of this study, compared to 68.0 percent of RDAP Eligible Non-Participants.

- o RDAP Completers were 27 percent less likely to recidivate compared to RDAP-Eligible Non-Participants.
- o RDAP Completers had higher post-release rates of drug-related recidivism, compared to RDAP Participants and RDAP Eligible Non-Participants.

**2** NRDAP Completers had lower recidivism rates compared to offenders who did not complete or participate in the program. Nearly half (49.9%) of offenders who completed NRDAP recidivated during the study period, compared to over half (54.0%) of NRDAP Eligible Non-Participants.

- o NRDAP Completers were 17 percent less likely to recidivate compared to eligible non-participants and offenders with a history of substance abuse who served at least five months in BOP custody.

# SCOPE OF ANALYSIS

## Offender Cohort

This report uses data from the Commission's ongoing recidivism studies to provide a comprehensive analysis of the recidivism of all federal offenders who were released from federal prison in 2010. The offenders in the study cohort were identified in cooperation with the BOP and the Administrative Office of the United States Courts (AO).

The data used in this report combines data regularly collected by the Commission<sup>15</sup> with data compiled as part of a data sharing agreement with the FBI's Criminal Justice Information Services Division.<sup>16</sup> Through an agreement with the FBI, the Commission collected and processed criminal history records from all state and federal agencies for the offenders in the study. The Commission then provided the BOP with 32,135 unique numeric offender identifiers to match with BOP data on program participation, and the BOP returned data for 26,083 of their inmates who were in their records as released in calendar year 2010. The BOP provided information on offender eligibility, participation, and completion information for the Residential Drug Abuse Treatment Program (RDAP) and the Non-Residential Drug Abuse Treatment Program (NRDAP).

The Commission combined the FBI's criminal record data and BOP program data with data routinely collected about these offenders when they were originally sentenced. The final study group was comprised of 25,142 offenders who satisfied the following criteria:

- United States citizens;
- Served at least one day of incarceration in the BOP;
- Re-entered the community during 2010 after discharging their sentence of incarceration;
- Not reported dead, escaped, or detained;<sup>17</sup>
- Have valid FBI numbers which could be located in criminal history repositories (in at least one state, the District of Columbia, or federal records); and
- Have matching BOP records.

## SUMMARY OF ANALYSIS

<b>2010</b>
YEAR OF RELEASE
<hr/>
<b>25,142</b>
OFFENDERS
<hr/>
<b>8</b>
YEAR FOLLOW-UP
<hr/>

This report examines the recidivism rates during the **eight-year follow-up period** for the BOP drug abuse treatment program participants identified for this study.<sup>18</sup> For offenders who recidivated during the study period, the analysis examines the elapsed time from release to rearrest as well as the types of offenses at rearrest.

### Defining and Measuring Recidivism

Recidivism "refers to a person's relapse into criminal behavior, often after the person receives sanctions or undergoes intervention for a previous crime."<sup>19</sup> Recidivism measures can provide policy makers with information regarding the relative threat to public safety posed by various types of offenders and the effectiveness of some public safety initiatives in deterring crime and rehabilitating offenders.<sup>20</sup> Recidivism

measures are used by numerous public safety agencies to measure program performance and inform policy decisions on issues such as pretrial detention, prisoner classification and programming, and offender supervision in the community.<sup>21</sup>

Two measures are foundational to recidivism research, both of which can impact the outcomes of recidivism analyses. The first measure is the type of event used to indicate a relapse into criminal behavior. Recidivism is typically measured by criminal acts that resulted in the rearrest, reconviction, or reincarceration of an offender.<sup>22</sup> The second measure is the "follow-up period," the period of time over which events are counted following release into the community. Recidivism analysis begins with a starting event, such as release from prison into the community, following which recidivism events, such as arrests, are documented through the end of the follow-up period.

The Commission used rearrest as a measure of recidivism for this study for several reasons. In recent recidivism studies, federal agencies most frequently used rearrest as a measure of recidivism<sup>23</sup> because rearrests are reported more consistently than reconvictions and reincarcerations.<sup>24</sup> Rearrests are also a more reliable measure than reconviction

and reincarceration, due to the incomplete nature of disposition data.<sup>25</sup> Criminal records often fail to include reconvictions and reincarcerations because jurisdictions inconsistently report them. As such, the incomplete nature of disposition data used to identify reconviction and reincarceration events makes them unreliable measures of recidivism.

It should be noted that using rearrest as a measure of recidivism results in higher recidivism rates than reconviction or reincarceration because not all arrests result in conviction or incarceration.<sup>26</sup> The Commission's rearrest measure includes arrests for alleged violations (or revocations) of probation or state parole, which also can contribute to increased overall recidivism rates. However, rearrests for minor traffic offenses were excluded.

The second component of measuring recidivism is the "follow-up period," the period of time over which events are counted following an offender's release into the community. After a starting event—in this case, release from prison into the community—recidivism events are documented through the end of the follow-up period. The length of follow-up periods varies across recidivism studies. Often, due to limitations on available data, some studies follow offenders for as little as six months. Other studies follow offenders for several years. Tracking offenders for a longer duration provides a more accurate estimate of recidivism or desistance from crime.<sup>27</sup> The Commission used an eight-year follow-up period for the offenders identified for this study. For offenders who recidivated during the study period, the analysis examines the elapsed time from release to rearrest as well as the types of offenses at rearrest.

“

Federal agencies most commonly use rearrest as the primary recidivism measure because it is a more reliable measure than reconviction and reincarceration due to the incomplete nature of disposition data.

# RESIDENTIAL DRUG ABUSE TREATMENT PROGRAM

This chapter discusses the Federal Bureau of Prisons' (BOP) Residential Drug Abuse Treatment Program (RDAP), its eligibility requirements and availability, incentives for participation and penalties for non-completion, and previous RDAP-recidivism research. This chapter also analyzes the differences in offender and offense characteristics and recidivism rates among the 8,474 offenders who were eligible to participate in RDAP, comparing offenders who successfully completed the program to those who participated but did not complete, and eligible non-participants.

**The Federal Bureau of Prisons designated all three groups discussed in this chapter as "eligible" to participate in RDAP, yet there were key differences in offender and offense characteristics among RDAP-eligible offenders, several of which are directly relevant to the likelihood of recidivism. Therefore, in addition to a traditional descriptive analysis, the Commission performed a more advanced regression analysis to control for these differences.**

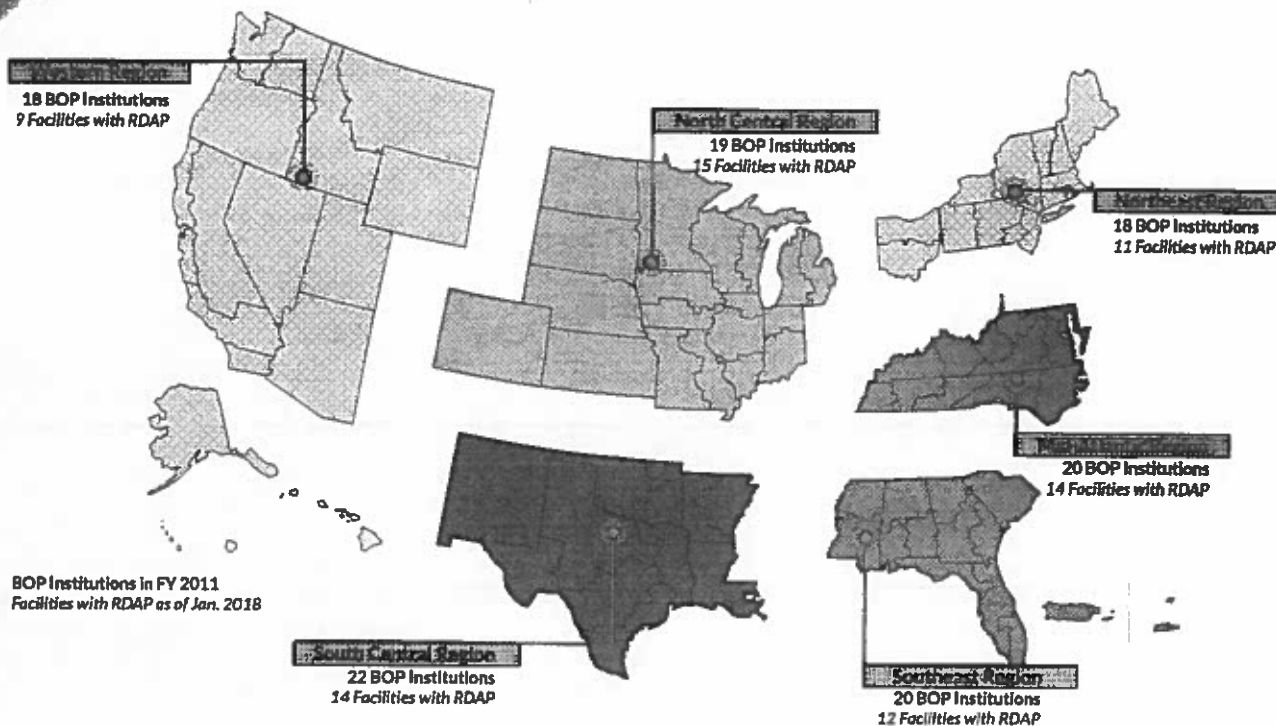
RDAP is the BOP's "most intensive [drug] treatment program."<sup>28</sup> It contains three treatment components: a unit-based or residential component, follow-up services, and transitional drug abuse treatment (TDAT).<sup>29</sup> Each component uses a cognitive behavioral therapy model to treat substance abuse and facilitate transition into the community:

(1) The residential component requires participants to receive treatment in a specialized unit separate from the general prison population.<sup>30</sup> During the residential component, participants receive 500 treatment hours, which are completed through half-day sessions over a 9-to-12-month period.<sup>31</sup>

(2) Follow-up treatment requires participants to attend monthly, hour-long group meetings.<sup>32</sup> Follow-up treatment begins no later than one month after a participant completes the residential component and returns to the general prison population.<sup>33</sup> It continues for up to a year or until the participant transfers to a residential community center (RRC).<sup>34</sup>

(3) TDAT requires participants to receive at least one hour of drug treatment per month while in RRC or on home confinement.<sup>35</sup>

Figure 3. Federal Prison System Residential Drug Abuse Treatment Program Locations



### RDAP Eligibility and Availability

RDAP-eligible offenders must have a verifiable substance use disorder, sign an agreement acknowledging program responsibility, and be able to complete all three treatment components (residential, follow-up treatment, and TDAT).<sup>36</sup> Offenders either apply to RDAP or are identified for referral and evaluation by unit or drug treatment staff.<sup>37</sup> Drug treatment staff then conduct a screening to determine if the offender has a documented “pattern of substance abuse or dependence” (see Text Box).<sup>38</sup> Following this determination, staff conduct a clinical interview with RDAP volunteers to make and record their final eligibility determination.<sup>39</sup> Eligibility ordinarily requires offenders to have at least 24 months remaining on their sentences.<sup>40</sup>

Various offenders, including sex offenders, deportable aliens, and offenders “who pose a significant threat to the community,” are ineligible for RRC placement in the community and, therefore, ineligible for RDAP.<sup>41</sup> A cognitive impairment or learning disability also may preclude RDAP participation if those limitations inhibit completing any of the three treatment components.<sup>42</sup>

RDAP is only available at select BOP facilities (Figure 3);<sup>43</sup> however, eligible participants may be transferred to an RDAP facility if the program is not available at their current facility.<sup>44</sup> BOP staff monitors RDAP waiting lists to ensure that eligible offenders are transferred with sufficient time to complete the program.<sup>45</sup>

**Examples of documentation necessary to verify a "pattern of substance abuse or dependence" include:**

- Documentation from the year prior to arrest from:
  - a probation officer, parole officer, or a social services professional who verifies the offender's problem with substance(s); and
  - a medical or substance abuse treatment provider diagnosing the offender with a substance abuse disorder.
- Two or more convictions for Driving Under the Influence or Driving While Intoxicated in the five years prior to arrest.

***RDAP Incentives and Penalties***

RDAP participants are eligible for basic incentives, such as limited financial awards or preferred living quarters.<sup>46</sup> Many of those who complete the program are eligible for early release,<sup>47</sup> up to a 12-month reduction in their sentence.<sup>48</sup> Not all participants complete the program for various reasons. The BOP may remove participants for disruptive behavior, unsatisfactory progress in treatment, use of alcohol or drugs, violence or threats of violence, escape or attempted escape, or other serious incidents of misconduct.<sup>49</sup> Participants may also voluntarily withdraw from RDAP. Participants who withdraw or are removed from RDAP and eligible participants who refuse treatment are ineligible for certain benefits, such as a Federal Prison Industries assignment.<sup>50</sup>

***RDAP and Recidivism***

The BOP undertook an evaluation of RDAP in 2000 with funding and assistance from the National Institute on Drug Abuse,<sup>51</sup> a decade after Congress mandated drug treatment for federal inmates. This study found that men who completed RDAP "were 16 percent less likely to recidivate" in a three-year follow-up period.<sup>52</sup> The study also concluded that RDAP completers were less likely to use drugs during the same follow-up period.<sup>53</sup> In 2001, another study funded in part by the National Institute on Drug Abuse through an interagency agreement with the BOP, found that RDAP completers were less likely to recidivate or use drugs six months after release from BOP custody.<sup>54</sup> Specifically, the 2001 study found that those who completed treatment were "73 [percent] less likely to be re-arrested"<sup>55</sup> and "44 [percent] less likely" to use drugs within the first six months after release.<sup>56</sup>

**Featured Resources**

**NEW YORK  
CITY  
BY THE  
NUMBERS**

**BUDGET  
OPTIONS  
FOR NEW  
YORK CITY**

**PUBLIC  
SCHOOL  
INDICATORS**

**NEW YORK  
CITY  
FISCAL  
HISTORY**

**BUDGET  
BASICS**

**Fiscal Brief** SUBMISSION #12

New York City Independent Budget Office

**Fiscal Brief**

September 2019

**Close to Home:  
Does Proximity to a Homeless Shelter Affect  
Residential Property Values in Manhattan?**

PDF version available [here](#).**Summary**

The Mayor's plan to open 90 homeless shelters in neighborhoods throughout the city has triggered vocal opposition in some of the affected communities. Concerns about crime, quality of life, and a lack of services for the prospective residents have been among the most common reasons given for the community resistance. Also frequently cited is the negative effect on residential property values, but with little empirical research to support—or refute—the assertion.

Given this lack of information, Manhattan Borough President Gale A. Brewer asked IBO to study the effect of homeless shelters on nearby residential property values. Using sales data covering the years 2010 through 2018 on condominiums and one- to three-family homes in Manhattan, IBO modeled the effect of proximity to homeless shelters on sales prices, controlling for other factors that also influence prices. An econometric analysis confirmed the common assumption that residences located close to a homeless shelter sell at lower prices than comparable residences further away. In particular, we found:

- A residence situated within 500 feet of a congregate shelter for adults sold for an estimated 7.1 percent less than a similar residence sold at a comparable time located 500 feet to 1,000 feet from a shelter for adults. In dollar terms, this means that if a property more than 500 feet from a shelter sold for \$1 million, a comparable residence within 500

feet of a congregate shelter for adults sold for about \$929,000.

- A property located within 500 feet of a shelter for homeless families with children sold for an estimated 6.4 percent less than a similar residence 500 feet to 1,000 feet from a shelter for families with children.
  - Proximity to multiple shelters had a bigger effect—residences located within 1,000 feet of two or more shelters sold for an estimated 17.4 percent less than a comparable property located within 1,000 feet of a single shelter.
- IBO's findings differ from a widely cited study showing that proximity to supportive housing did not have a negative effect on prices of residential properties in New York City. Supportive housing, which is designed to help residents become long-term tenants by providing them with an array of ongoing services, is substantially different than the temporary accommodation allotted by a congregate shelter.

---

## Overview

As the number of people living in the city's homeless shelters has remained stubbornly high, the city's plans to end the use of stopgaps such as commercial hotels and scatter-site units in residential apartment buildings have been hindered by the lack of new capacity in more traditional congregate shelters. In March 2017, Mayor Bill de Blasio pledged to address the capacity shortage by developing 90 new congregate homeless shelters across the city. This in turn has led to opposition in some neighborhoods slated for the new shelters. One frequently cited concern is that the presence of a shelter would negatively impact nearby property values due to the perception—whether based in reality or not—that shelter residents would loiter on neighborhood streets, engage in offensive behavior, and participate in or become targets of criminal activity.

At the request of Manhattan Borough President Gale A. Brewer, IBO analyzed the impact of homeless shelters on residential property values in New York City, focusing on Manhattan. Department of Finance (DOF) data on all residential sales in Manhattan from calendar years 2010

through 2018 enabled a comprehensive comparison of sales prices of condos and one-, two-, and three-family homes located near congregate shelters with the sales prices of residences located further away. IBO modeled housing prices as a function of proximity to congregate homeless shelters plus a number of other factors likely to influence sales prices, such as property size, property type, year of sale, and neighborhood characteristics and amenities. An econometric analysis of the data yielded estimates of the impact on prices of proximity to shelters after controlling for the influence of the other factors.

The estimates confirmed the common assumption that residences located closer to shelters sell at lower prices than similar residences located further away. Specifically, residences located within 500 feet of an adult shelter sell for an estimated 7.1 percent less than comparable residences sold at a comparable point in time located 500 feet to 1,000 feet from shelters; properties located within 500 feet of a shelter for families with children sell for an estimated 6.4 percent less, all else being equal. In other words, if a property without a nearby shelter was worth \$1 million, that same property located within 500 feet of a shelter would sell for \$929,000. Proximity to multiple shelters has a considerably bigger estimated impact on prices: all else equal, residences located within 1,000 feet of more than one shelter sell for an estimated 17.4 percent less than residences located within 1,000 feet of only one shelter.

### **Methodology and Data**

One way to estimate the potential impact on housing prices of proximity to homeless shelters would be to compare housing prices after a nearby shelter began operations with prices of properties in the same neighborhood from sales before the future opening of the shelter was widely known, using econometric analysis to control for the other factors influencing prices. The lack of information on when many of the city's shelters began operation, however, prevented IBO from pursuing a before-and-after analysis.

Another way to estimate the housing price effects of shelters

would be to compare the prices of residences located close to shelters with prices of otherwise comparable homes located further away from shelters. An ideal comparison would be the sales prices of two virtually identical apartments (or houses) of the same size and other physical characteristics, in the same type of building, and in the same neighborhood sold at the same point in time, with one of the apartments (houses) being located closer to a homeless shelter than the other. Because there are few if any such ideal comparisons to examine, an econometric analysis of a large number of sales, taking into account a variety of factors that might affect the sales price—including those related to shelter proximity—can be employed to estimate the price effects of shelters. The availability of data on the location of shelters and the details of a large number of sales over a number of years enabled IBO to estimate the potential impact of shelters in this manner.

**Residential Sales Data.** IBO used Department of Finance data on the sales of condominiums and one-, two-, and three-family houses sold from 2010 through 2018, including sales price, location, property size (in most cases), and other characteristics. Although IBO also had data on sales from 2005 through 2010, we were not able to use the earlier data because we lacked reliable information on the operation of most congregate shelters during the period. We excluded sales of coops from the analysis because information on the size of most of these apartments were not available. Sales of rental properties was also excluded since the ability of a building to generate rental income would be the major factor in determining its sales price; estimating the impact of homeless shelters on sales prices of rental buildings would require a very different model with many other explanatory variables.

**Data on Shelters.** There are two general types of homeless shelters: congregate and non-congregate. In congregate shelters individuals and families share facilities such as bathrooms and, in some cases sleeping quarters. Some congregate shelters provide housing for families while others house only individual adults. In addition to shelters built or designed for the express purpose of housing the homeless, congregate housing also includes commercial hotels that the

city rents in their entirety and completely reserves for individuals or families. In contrast, non-congregate shelters are commercial hotels or apartment buildings in which the city rents some—but not all—of the units to provide housing for the homeless. Unlike in congregate shelters, where households share facilities, households staying in non-congregate shelters have their own defined space, typically a hotel room or an apartment.

The focus of IBO's analysis is a comparison of sales prices of residences close to shelters with prices of residences located further away. The Department of Homeless Services (DHS) supplied IBO with a list of 530 facilities the city currently uses to provide shelter to homeless families and individuals. The data on the list includes name, address, a measure of its capacity, and type of shelter. Unfortunately, DHS was unable to provide information on when each facility on its list began operation, which prevented us from comparing sales prices of residences before and after the opening of nearby shelters. (See below for discussion of a New York University Furman Center study that used this methodology to look at the impact of supportive housing on surrounding neighborhoods.) However, IBO's comparison of sales prices of residential properties located close to shelters with prices of properties located further away still required us to verify that each shelter used in the study had been in operation long enough that any potential impact on prices would have already occurred. We used the Department of City Planning's Facilities Database, information on city contracts with agencies running shelters obtained through the city's Financial Management System, and a 2010 DHS list of facilities housing the homeless to identify shelters that had been in operation since at least 2010. Because these sources did not allow us to verify the operation of commercial hotels during the 2010-2018 period, we have focused on the impact of congregate shelters built or designed for the express purpose of housing the homeless.

**Scope of Analysis.** In determining the scope of IBO's empirical work, we limited the dataset in a number of other ways. Because non-congregate shelters were less likely to be visible and therefore have less of an on-street presence in their neighborhoods, the analysis was limited to sales near

congregate shelters. The analysis was also limited to sales near shelters in Manhattan. Because the analysis was limited to Manhattan shelters, it cannot be assumed that our estimates of the impacts hold for other parts of New York City. The Manhattan housing market differs from other boroughs in that only a small portion of sales (7.6 percent) involved one-, two-, and three-family homes. Moreover, with few exceptions, the population densities in Manhattan are greater than in neighborhoods in the other boroughs. As a result, there are more residential sales to observe, which make estimates of price effects more robust. Finally, given the larger average size of residential buildings in Manhattan, the scale of buildings with congregate shelters is less likely to be out of context with neighborhoods in Manhattan than elsewhere.

The data set was limited to residential sales within a radius of 1,000 feet of one or more congregate shelters, a distance approximately equal to three to four north-south blocks in Manhattan's grid. The aim of IBO's econometric analysis is to test the hypothesis that a residence close to a shelter would sell at a lower price than a residence further away, all other factors influencing price being equal. Other factors include size of the apartment; year of sale; neighborhood; and the number, type, and capacity of nearby shelters. Locations within 1,000 feet of a shelter are likely to have comparable neighborhood amenities, such as availability of public transportation, shopping, and parks. Locations greater than 1,000 feet from a shelter would likely have different neighborhood characteristics. Comparing the sales prices of same-sized condos sold in the same year, where one condo is located on the same block as a shelter and the other located 10 blocks away from that same (or any other) shelter would be misleading because the neighborhood effects could be substantially different, particularly in densely populated neighborhoods.

## Manhattan Congregate Shelters in Operation Since 2010

**Close to Home: Does Proximity to a Homeless Shelter Affect Residential Property Values in Manhattan?**  
**SOURCES:** Department of Homeless Services; Facilities Data, Department of City Planning;

Contracts data, Financial Management System

**NOTE:** Only includes shelters IBO could verify as being in operation since 2010. Data for another 40 shelters could not be verified and were therefore omitted from the analysis.

***Descriptive Statistics.*** Of the 79 congregate shelters currently located in Manhattan, IBO was able to verify that 39 of the shelters—22 for adults only and 17 for families with children—have been in operation since 2010. These 39 shelters comprise the sample for IBO’s estimates of the impact of congregate shelters on prices of nearby residences. The capacity of the shelters varied greatly, from 25 to 851 people, with median and mean capacities greater for family shelters than for adult shelters.

From 2010 through 2018 there were 6,237 sales of Manhattan residences located within 1,000 feet of one or more of the 39 congregate shelters in IBO’s sample. Just over half the properties sold (51.0 percent) were located within 700 feet of one or more shelters, with 28.3 percent of all properties located within 500 feet—shares that are about the same for both adult only and family shelters. Nearly one-sixth of all sales (15.7 percent) were located within 1,000 feet of more than one shelter.

## Number of Residential Sales Within 1,000 Feet of Manhattan Congregate Shelters, 2010 through 2018

**SOURCES:** Department of Homeless Services; Department of Finance

**NOTE:** Limited to congregate shelters built or designed for the express purpose of housing the

The majority of sales in our sample—82.3 percent—were of condominiums in elevator buildings. Other condominiums (walk-ups and condos with less than four apartments) accounted for 10.0 percent of the sales, and one-, two-, and three-family homes accounted for 7.6 percent of sales. These shares do not differ appreciably between sales near adult shelters and sales near family shelters.

For both types of shelters taken together the real (inflation-

adjusted) median price of residences located 500 feet to 1,000 feet from the nearest shelter exceeds the median for residences located within 500 feet.<sup>1</sup> For shelters serving families with children, the median price of residences located within 500 feet is roughly the same as the median for similar residences located 500 feet to 1,000 feet away; the median price of the properties located 500 feet to 1,000 feet from family shelters is roughly \$15,000 (1.1 percent) less than the median for properties located closer to the facilities. In contrast, the median price of residential properties located further from adult shelters is about \$55,000 (5.5 percent) greater than the median for properties closer in.

## Residential Sales Prices by Distance From Nearest Shelter, 2010 through 2018

December 2018 dollars

SOURCES: Department of Homeless Services; Department of Finance

NOTE: Housing price deflator is the housing component of the Bureau of Labor Statistics' consumer price index for the New York-Northern New Jersey region.

**Econometric Analysis.** Based on these sales, IBO developed an econometric model to estimate sales prices as a function of two sets of independent (explanatory) variables. The first set includes variables unrelated to shelter presence, including the size of the residence sold (measured in gross square feet), the type of residence (for example, whether the residence is in a walk-up or elevator building), and the year of sale. Also included were variables identifying the census tract where each sale occurs and demographic characteristics of the tracts, such as residents' median income; share of population with incomes below the poverty level; home ownership; and shares of residents who are black, Latino, or white.

The second set of variables measures or otherwise captures proximity of a sold residence to shelters. IBO considered and econometrically tested many possible variables: various distances from the nearest shelter; the nearest shelter's population (i.e., families with children or adults); whether or not the residence is on the same block as a shelter; whether

NOT THE RESIDENCE IS ON THE SAME BLOCK AS A SHELTER, WHETHER the residence is near more than one shelter; and the capacity of the nearest shelter. The DHS data reports a measure of shelter capacity, though it is inconsistent across shelters. For some shelters, the measure of capacity is the number of beds, while for others the measure is the number of units (rooms or apartments) holding families. To construct a consistent measure, we multiplied the number of a shelter's units by an average population per unit obtained from daily DHS reports on the shelter population citywide.

IBO used a multivariate regression with logarithms of the sales price and the various explanatory variables to estimate the impact of each of the measures of proximity on the sales prices of residential properties. Using log values of both the explanatory variables and sales prices as the dependent variable yields estimates of the impact of being near a shelter in percentage terms. A stepwise regression method was used to select the explanatory variables of the final model.<sup>2</sup>

### **Estimated Impacts**

The table below presents the estimated impacts relating to shelter proximity from the regression that best explained the variation in sales prices in the sample and generated statistically significant coefficients with the expected positive or negative signs.<sup>3</sup>

## **Impacts of Homeless Shelters on Residential Property Values**

NOTE: R-Squared=82.05

*New York City Independent Budget Office*

Estimated coefficients on explanatory variables not related to shelters (and not reported here) were for the most part statistically significant at greater than a 99 percent level of confidence. Property size and the type of building explained more of the variation in sales prices than other variables of this type. Most identifiers of the year of sale and census tract were significant. However, variables measuring census tract

demographic features were either insignificant or had estimated coefficients close to zero, indicating no discernable impact on housing prices.

Among variables specifically related to shelters, IBO tested many distances and found that the greatest effect on price came from including a binary variable indicating whether the distance between the closet shelter and a residence was 500 feet or less. We estimate that residences located within 500 feet of a shelter sell for less than residences that are between 500 feet and 1,000 feet of that shelter: 7.1 percent less if the nearest shelter is for adults and 6.4 percent less if the shelter is for families with children. These estimates are statistically significant at a greater than 99 percent level of confidence.

Regressions using a within-600 feet binary variable yielded estimates that also were statistically significant, but the negative effects on sales prices were smaller: a 4.5 percent reduction in price if the residence is within 600 feet of an adult shelter and a 3.9 percent reduction if near a family shelter. Estimates of negative price effects were even smaller and not significant when we tested distances beyond 600 feet, indicating that the impact on prices diminishes as the distance of the sale from the nearest shelter increases. While it would be reasonable to expect residences located closer than 400 feet from shelters might sell for substantially less than those located further away, there were not enough sales in our data set at that distance to provide meaningful estimates of these effects.

The shelter-related variable that has the largest statistically significant impact on sales prices is a binary variable that indicates whether there was more than one congregate shelter within 1,000 feet of the sale location. The impact of being located within 1,000 feet of more than one shelter is estimated to be a 17.4 percent decrease in the sales price compared with residences located within 1,000 feet of only one shelter, all other factors (size and quality of the residence, neighborhood, year of sale, etc.) being equal.

In our sample of 6,237 residential sales, a small number—432, or 6.9 percent—were sales of properties located both

within 500 feet of a shelter and within 1,000 feet of multiple shelters. The estimated impacts on the sales prices of these residences are the sum of the two impacts. For example, for residences located within 500 feet of an adult shelter and within 1,000 feet of at least one other shelter, the estimated price impact is -24.5 percent (the sum of -17.4 percent and -7.1 percent). The price effect for residences located near multiple shelters and within 500 feet of a shelter for families with children was estimated to be -23.8 percent.

IBO tested a binary variable that indicated whether the sale occurred on the same block as a shelter, but the estimated coefficients, some positive and some negative, were statistically insignificant. The estimated coefficient on the shelter capacity variable was statistically significant but virtually zero, indicating only a trivial effect on sales prices.

### Comparing Estimates

IBO's findings that close proximity to congregate homeless shelters negatively effect the price of housing differ from the results of the NYU Furman Center's 2008 analysis of the impact on housing prices of proximity to supportive housing facilities, *The Impact of Supportive Housing on Surrounding Neighborhoods*. Supportive housing is a type of long-term affordable housing that provides on-site services to people who need assistance to deal with issues such as substance abuse, mental illness, being HIV positive, or having recently aged out of foster care. Using 30 years of New York City residential property sales data and information showing when supportive housing facilities opened, Furman Center researchers examined sales prices of properties near supportive housing facilities over time, from years before facilities opened through years after.

The Furman Center found that proximity to supportive housing did not have a negative impact on housing prices over time. For properties within 500 feet of supportive housing facilities, there was a slight increase in sales prices during the development or construction of facilities. Price increases actually accelerated after the facilities opened, with the prices of residential properties within 500 feet of the

**Close to Home: Does Proximity to a Homeless Shelter Affect Residential Property Values in Manhattan?**  
supportive housing rising more rapidly than the prices in a comparison group 500 feet to 1,000 feet further away. Similarly, prices of residential properties located 500 feet to 1,000 feet from a new supportive housing facility rose faster than the prices of nearby properties located more than 1,000 feet from the supportive housing.

Differences between homeless shelters and supportive housing likely account for much of the difference in the findings. Homeless facilities provide temporary shelter and few support services to residents. During the period IBO examined, many shelters were closed during the day, leaving residents with no place to stay other than in the streets. In contrast, supportive housing is not for transitory residency. Tenants sign leases or make other long-term commitments to live in supportive housing and residents have an array of on-site services available to them. With the perception that supportive housing residents are less likely to be associated with crime and to engage in disturbing behavior on the street, proximity to a supportive housing facility is not considered a liability by property owners in the same way that proximity to homeless shelters is considered a liability.

*Prepared by Yaw Owusu-Ansah  
New York City Independent Budget Office*

### **Endnotes**

<sup>1</sup>ESales prices of residences were adjusted for inflation to December 2018 values using the housing component of the Bureau of Labor Statistics' consumer price index for the New York-Northern New Jersey region.

<sup>2</sup>AStepwise regression is a reiterative modelling method that tests each potential explanatory variable by itself and in combination with other variables for a statistically significant contribution to the predictive power of the model. The repeated testing of different permutations of variables leads to a model that cannot be significantly improved by the addition of any other potential variable or the exclusion of any of the selected variables.

<sup>3</sup>The coefficient of an explanatory variable measures the variable's association with or impact on the dependent variable. When a coefficient is "statistically significant," the

Close to Home: Does Proximity to a Homeless Shelter Affect Residential Property Values in Manhattan?  
estimated positive or negative relationship between variables  
is certain enough, according to probability theory, to have  
occurred not merely by chance.

PDF version available here.

Receive notification of free reports by e-mail


Facebook

Twitter

RSS

 IBO on  
Facebook

 IBO RSS

 IBO on Twitter

  Publications  
About IBO Translate  
Stay Connected

# Homeless Shelters & Their Neighbors

Neighborhood opposition to temporary housing facilities and  
addressing the homelessness crisis in New York City

---

*Citizens Housing and Planning Council  
Written by Sheena Kang and Jessica Katz  
December 2019*

## EXECUTIVE SUMMARY

In September 2019, the New York City Independent Budget Office (IBO) published a study on the alleged impacts of homeless shelters on nearby residential property values, in which IBO concluded that proximity to shelters negatively affects the price of housing. In this white paper, Citizens Housing and Planning Council (CHPC) reviews the IBO study and its methodological flaws, reframes the policy issues at hand, and poses next steps for research and discussion around homelessness in New York City. In this paper, CHPC reaches the following conclusions:

- Shelters are a critical resource serving New Yorkers in need, a core component of policy solutions to the homelessness crisis, and a preferable alternative to the tremendous growth in street homelessness seen in other cities nationwide.
- The IBO study inappropriately positions stably housed homeowners as an injured party in the city's homelessness crisis. The study adopts, rather than examines, negative assumptions about shelters and their residents, and suffers from methodological flaws which call into question the validity of its findings.
- Even if the IBO study's findings were accurate, they would speak not to the disruptive behavior of shelter residents, but to the market impact of the stigma associated with homelessness.
- Moving forward, research and discussion must remain grounded in the goal of lifting New Yorkers out of homelessness and poverty, to ensure that efforts to develop, implement, and advance policy solutions are as effective as possible in ending this crisis.

## INTRODUCTION

The number of people experiencing homelessness in New York City is greater than at any time since the Great Depression. In September 2019, over 62,000 New Yorkers slept in homeless shelters. This crisis, principally the result of a widening gap between incomes and housing costs, has significant public impacts and is seriously detrimental to the health and well-being of the individuals and families experiencing it.

As part of its plan to address homelessness, the City of New York has committed to opening 90 new emergency shelters over ten years. Efforts to develop new shelters have been met by surging neighborhood opposition – the latest episode in a long-standing battle between residents of stably housed communities and efforts to meet the growing need for shelters. Neighborhood opposition to new shelters is frequently justified by the claim that the presence of a shelter will diminish local quality of life and cause home values to decrease. Protests have become so inflamed that one recent community meeting around a proposed shelter in Queens culminated in arson threats.

The New York City Independent Budget Office (IBO) released a study in 2019, commissioned by the Office of the Manhattan Borough President, on the alleged impacts of homeless shelters on the property values of nearby residential

condominiums and one- to three-family homes.<sup>1</sup> IBO concludes that “close proximity to congregate shelters negatively affects the price of housing.”<sup>2</sup> CHPC undertook a rigorous review of the study’s data and methodology and identified several weaknesses, which render the analysis insufficient to support the conclusions drawn. The IBO study adopts, rather than examines, underlying negative assumptions about homeless shelters and their residents. IBO employs a methodology inadequate to attribute impact, and conflates correlation with causation as a result. These were only the most significant of several issues identified.<sup>3</sup>

Although CHPC believes that it was not intended to do so, the IBO study stands to empower movements of neighborhood opposition which frequently delay or prevent the construction of critical housing resources. Instead of centering on the needs of homeless individuals and families, the study focuses on the opinions of a few stably housed New Yorkers, and gives credence to unsubstantiated claims that are frequently weaponized by NIMBY efforts. CHPC’s white paper reviews the study’s flaws and reframes the issues raised, in light of the serious unintended consequences that the IBO report could have. In doing so, CHPC aims to help center future research and discussion around the goal of lifting New Yorkers out of homelessness and poverty.

---

<sup>1</sup> Independent Budget Office. “Close to Home: Does Proximity to a Homeless Shelter Affect Residential Property Values in Manhattan?” New York City Independent Budget Office, 2019. <https://ibo.nyc.ny.us/iboreports/close-to-home-does-proximity-to-a-homeless-shelter-affect-residential-property-values-in-manhattan-2019.pdf>.

<sup>2</sup> IBO defines “congregate shelters” as shelters occupying entire buildings and which provide residents with shared, rather than private, facilities (kitchens, bathrooms, and in some cases, sleeping quarters). This definition is misaligned with how shelters are categorized and provided. IBO, “Close to Home,” 6.

<sup>3</sup> CHPC’s detailed assessment of the IBO study’s methodology is included in the Appendix.

## HOMELESSNESS IN NEW YORK CITY

In September 2019, over 62,000 New Yorkers slept in homeless shelters: a group more than large enough to fill Yankee Stadium to its capacity, and rivaling in size the population of Utica, NY.<sup>4</sup> New York City's shelter population has grown 142 percent in the last ten years. Meanwhile, thousands more individuals unaccounted for in these figures spend their nights unsheltered, on streets and in subway tunnels. The rapid proliferation of this crisis has been driven in large part by the severe lack of affordable housing, which adversely affects hundreds of thousands of low- and moderate-income New Yorkers each day.<sup>5</sup> As homelessness has grown, more and more individuals and families have faced its detrimental impacts on their health and well-being. In turn, the crisis has drawn increasingly upon City resources and public services.

### *Public Impacts of Homelessness*

The City's annual spending on homelessness has more than doubled over the past five years, reaching \$3.2 billion.<sup>6</sup> In addition to expenditures on direct services, the City has deployed countless dollars and resources to address the citywide impacts of the crisis. Homelessness affects many public services, such as health care, criminal justice, and education, among others. People experiencing homelessness have greater healthcare needs, while reliance on emergency services drives up the cost of treatment.<sup>7</sup> They disproportionately enter the criminal justice system, diverting law enforcement and administrative and legal resources away from more serious public safety concerns; and driving up incarceration rates, largely for minor offenses.<sup>8</sup> Public schools serving low-income communities must draw upon already scarce resources to implement personnel and programs to aid the performance of students affected by homelessness.<sup>9</sup> These are only a few of the many complex ways in which the homelessness crisis impacts the city.

<sup>4</sup> The estimated population of Utica was 60,100 in 2018. "Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2018." U.S. Census Bureau, Population Division.

<sup>5</sup> Facts on homelessness in NYC retrieved from "Basic Facts About Homelessness: New York City," Coalition for the Homeless. <https://www.coalitionforthehomeless.org/basic-facts-about-homelessness-new-york-city/>

<sup>6</sup> Bureau of the Budget. *FY 2020 Agency Watch List: Homeless Services Provider Agencies*. City of New York Office of the Comptroller, 2019. [https://comptroller.nyc.gov/wp-content/uploads/documents/Watch-List\\_Homeless-Services\\_2019.pdf](https://comptroller.nyc.gov/wp-content/uploads/documents/Watch-List_Homeless-Services_2019.pdf).

<sup>7</sup> American Public Health Association. "APHA Policy Statement 20178: Housing and Homelessness as a Public Health Issue." Washington, DC: 2017. <https://www.apha.org/policies-and-advocacy/public-health-policy-statements/policy-database/2018/01/18/housing-and-homelessness-as-a-public-health-issue>.

<sup>8</sup> Gray, Bailey & Smith, Doug. *Return to Nowhere: The Revolving Door Between Incarceration and Homelessness*. The Texas Criminal Justice Coalition, 2019. <https://www.texasjc.org/parole-reentry>; Fitzpatrick, Kevin & Myrskog, Brad. "The Jailing of America's Homeless: Evaluating the Rabble Management Thesis." *Crime & Delinquency* 57, no. 2 (2011): 271-297. doi: 10.1177/0011128708322941.

<sup>9</sup> Over the past four years, the vast majority of students experiencing homelessness in New York have been served by only 144 of the city's 1,800 public schools; most of these belonging to districts with overwhelmingly low-income student populations. Homelessness among students has required schools to bring on social workers, drastically widened the scope of duties of administrative and educational personnel, and diminished overall test scores and attendance levels. Shapiro, Eliza. "Homelessness in New York Public Schools Is at a Record High: 114,659 Students." *The New York Times*, October 15, 2018. <https://www.nytimes.com/2018/10/15/nyregion/homeless-students-nyc-schools-record.html>.

## *Impacts of Homelessness on Individuals and Families*

Homelessness has many public impacts, but its greatest outcomes are shouldered by the New Yorkers who experience it daily. Homelessness is detrimental to the health and well-being of individuals and families. It causes increased mortality rates and lower life expectancy, due to higher risk for chronic and severe health conditions, substance use and addiction problems, and food insecurity.<sup>10</sup> People experiencing homelessness are more likely to be formally punished and/or incarcerated for minor infractions related to status offenses and crimes of survival, resulting in criminal records which make stable housing even more difficult to obtain.<sup>11</sup> Meanwhile, these same individuals are disproportionately victimized by crime, and are more likely to experience related stress and trauma.<sup>12</sup> Children without stable housing, who face greater difficulties succeeding in school, are more likely to endure primary health problems and severe stressors, which can lead to developmental delays and/or long-term physical and emotional harm.<sup>13</sup>

## *Policy Interventions to Homelessness*

New York has a moral, legal, and fiscal obligation to end its homelessness crisis. Until all residents have access to long-term, stable housing, the City of New York must advance this goal and comply with a unique legal requirement known as Right to Shelter, which obligates the City to provide shelter to all residents who need it.<sup>14</sup> Within this framework, providing both temporary and permanent housing options for households experiencing homelessness is a critical policy goal.

Emergency shelter facilities provide temporary housing, a critical resource for individuals and families lacking other options and in immediate need of a place to sleep. Towards the broader goal of ensuring access to long-term, stable housing for all New Yorkers, the City facilitates the production of permanent housing options for households experiencing homelessness. These include shares of affordable units in new housing developments reserved for formerly homeless households, and supportive housing, which provides on-site

---

<sup>10</sup> National Health Care for the Homeless Council. "Social Determinants of Health: Predictors of Health among People without Homes." Nashville, TN: 2016. [https://nhchc.org/wp-content/uploads/2019/08/fact-sheet\\_2016\\_social-determinants-of-health1.pdf](https://nhchc.org/wp-content/uploads/2019/08/fact-sheet_2016_social-determinants-of-health1.pdf).

<sup>11</sup> In 2018, over half of former inmates returning to New York City from prisons across the state were released to homeless shelters. Routhier, Giselle. *State of the Homeless 2019*. Coalition for the Homeless. <https://www.coalitionforthehomeless.org/the-catastrophe-of-homelessness/>. For more on the "revolving door between shelter and prison," see, for example, Couloute, Lucius. *Nowhere to Go: Homelessness among formerly incarcerated people*. The Prison Policy Initiative, 2018. <https://www.prisonpolicy.org/reports/housing.html>; Shrier, Adam et al. "Many Inmates Move from Prison to Shelters, Despite Efforts to Get Them Homes." *City Limits*, January 17, 2017. <https://citylimits.org/2017/01/17/many-inmates-move-from-prison-to-shelters-despite-efforts-to-get-them-homes/>.

<sup>12</sup> Lee, Barrett A. & Schreck, Christopher. "Danger on the Streets: Marginality and Victimization Among Homeless People." *American Behavioral Scientist* 48, no. 8 (2005): 1055-1081. doi: 10.1177/0002764204274200.

<sup>13</sup> Institute for Children, Poverty, and Homelessness. "Effects of Homelessness on Families and Children." *ICPH Issue by Issue*, no. 3 (2015). <https://www.icphusa.org/wp-content/uploads/2015/09/Effects-of-Homelessness.pdf>.

<sup>14</sup> "The Callahan Legacy: Callahan v. Carey and the Legal Right to Shelter," Coalition for the Homeless. <https://www.coalitionforthehomeless.org/our-programs/advocacy/legal-victories/>.

## NEIGHBORHOOD OPPOSITION TO HOUSING FOR THE HOMELESS

services for tenants who may need support to live independently.<sup>15</sup> The Department of Homeless Services operates a wide range of programs to transition individuals living on the street and in shelters into permanent housing.

In 2017, the City of New York released its *Turning the Tide on Homelessness* plan. A core component of the plan is to reorient how temporary housing is provided. The City intends to end the long-standing practice of renting out apartment units and commercial hotels to use as emergency shelter facilities. To replace the shelter beds that will be lost, the City has committed to opening 90 new emergency shelters over ten years, and to expand the capacity of shelters in existing buildings. This strategy aims to allow individuals and families in immediate need of shelter to access it within their neighborhoods, where they can maintain consistent access to work and school and a greater sense of stability.<sup>16</sup>

Over the last two years, the City's efforts to advance these goals have increased the pace of shelter construction and triggered a shift in the distribution of shelters citywide, two trends which have contributed to a surge in neighborhood opposition. The City has opened 23 new shelters and announced the development of 25 more since 2017.<sup>17</sup> Aligned with the goal of increasing access to shelter throughout the city, some new facilities have been constructed or proposed in neighborhoods where, historically, shelters have been absent. Many proposed shelters have incited outcry among local residents; at least 15 of the new facilities have faced some type of neighborhood opposition, ranging from irate protests at community meetings, to lawsuits filed against the City, to one resident's rallying cry to "burn it [the shelter] down."<sup>18</sup> In March 2019, residents from neighborhoods across the city gathered for an anti-shelter demonstration in front of the home of the Commissioner of the Department of Social Services.<sup>19</sup>

---

<sup>15</sup> This definition of "supportive housing" is drawn from Armstrong, Amy et al. *The Impact of Supportive Housing on Surrounding Neighborhoods: Evidence from New York City*. NYU Furman Center for Real Estate & Urban Policy, 2008. <https://furmancenter.org/research/publication/the-impact-of-supportive-housing-on-surrounding-neighborhoods-evidence>.

<sup>16</sup> The City of New York. *Turning the Tide on Homelessness in New York City*. 2017. <https://www1.nyc.gov/assets/dhs/downloads/pdf/turning-the-tide-on-homelessness.pdf>.

<sup>17</sup> Jallow, Ahmed. "The Shelter Wars: City's Need for Beds Meets Opposition in Several Neighborhoods." *City Limits*, September 9, 2019. <https://citylimits.org/2019/09/09/the-shelter-wars-citys-need-for-beds-meets-opposition-in-several-neighborhoods/>.

<sup>18</sup> Id.; Kaufman, Maya. "'Burn the Place Down': Angry Residents Bash Queens Shelter Plan." *Patch*, October 8, 2019. <https://patch.com/new-york/queens/burn-place-down-angry-residents-bash-queens-shelter-plan>.

<sup>19</sup> "Concerned About New Shelters, Protesters Demonstrate Outside Home of NYC Homeless Services Commissioner." *CBS New York*, March 18, 2019. <https://newyork.cbslocal.com/2019/03/18/homeless-shelters-new-york-city-department-of-homeless-services-eric-ulrich-steve-banks/>.

Battles between stably housed communities and the need for homeless shelters have a long history in New York City. Proposals to develop new shelters are frequently met by opposition from the communities being asked to host them. Residents argue that a shelter in their neighborhood will damage local quality of life by driving up crime, drug use, loitering, vandalism, and/or related issues, and that these problems will cause reduction in the value of their homes. Yet these concerns tend to be grounded in fear rather than fact, as there is little evidence that shelters cause such problems to arise in the surrounding neighborhood.<sup>20</sup>

Misinformation about homelessness and misconceptions of the people experiencing it are pervasive among the city's stably housed population.<sup>21</sup> Some unease among residents about a new shelter opening in their neighborhood is therefore understandable. However, community opposition to shelters has been growing increasingly louder and more aggressive, despite data and research suggesting that frequent claims about the negative impacts of shelters are not true.<sup>22</sup> This persistent ferocity and disregard for factual evidence are typical of NIMBY movements, and reveal the degree to which NIMBYism is a driving factor behind opposition to shelters in New York City.<sup>23</sup>

---

<sup>20</sup> Few studies have examined the relationship between shelters and neighborhood crime levels, likely because it is so complex. Increased crime rates in the area surrounding a shelter would be insufficient to indicate the criminal behavior of shelter residents. Homeless people are disproportionately the victims of street crimes such as theft and assault, and criminals may be drawn to shelters as areas of increased opportunity (see Barrett & Schreck, "Danger on the Streets"). Moreover, were a causal relationship found between a shelter or a sample of shelters and crime rates in the surrounding neighborhood(s), those findings would be insufficient to determine the impact on crime that another shelter may have. There are myriad factors impacting the unique circumstances and needs of shelter residents, as well the ability of any given facility to meet them. The behavior of individuals and their likelihood to engage in illegal activity is not made uniform merely by the shared circumstance of occupying temporary housing.

<sup>21</sup> A recent survey by Win and HarrisX showed that New Yorkers have strong misconceptions about the profile of the city's homeless population. The majority of survey respondents believed that homelessness predominantly affects single adults, although families with children account for 70 percent of homeless New Yorkers. Respondents also underestimated the degree to which homeless residents are employed; one third of the city's homeless families with children include at least one working adult. "Findings from Win's Homelessness in NYC Survey." Win, 2019. <https://winnyc.org/homelessness-in-nyc-survey/>.

<sup>22</sup> Throughout 2018, residents of Ozone Park, Queens took extreme lengths in their attempt to stop the development of a proposed shelter in their neighborhood, with one community leader even going on a two-week hunger strike in protest. Since that shelter opened in early 2019, the adverse neighborhood impacts its opponents insisted would occur have not. In fact, the area around the shelter has seen a decline in felony offenses, non-felony offenses, and calls to 311 (see Jallow, "The Shelter Wars"). Although the claims of Ozone Park residents about the shelter's neighborhood impacts proved inaccurate, those same claims have been repeated throughout 2019, by residents opposing a shelter in the nearby neighborhood of Middle Village, and by shelter opponents in other communities citywide (see Kaufman, "Burn the Place Down").

<sup>23</sup> Beyond these indicators, some shelter opponents have directly stated believing that they should be exempt from participation in efforts to solve homelessness. In 2016, one resident protesting against a shelter in Maspeth claimed that the reported number of individuals experiencing homelessness in her community was false, and that "it should not be the responsibility of Maspeth taxpayers to house the entire world." Colangelo, Lisa L. "Planned Queens homeless shelter draws neighborhood outrage, but city insists project is getting a bum rap." *New York Daily News*, August 12, 2016. <https://www.nydailynews.com/new-york/queens/hotel-to-homeless-shelter-conversion-plan-draws-maspeth-outrage-article-1.2748607>.

## SUMMARY OF NYC IBO STUDY

While not all shelters face difficulties, and while some have been welcomed by communities,<sup>24</sup> resident opposition to shelters has played a significant role in shaping how, where, and when they have been sited citywide. Local opposition can delay or prevent the construction of a project by adding significant time and costs to review and approval processes. Opponents have delayed project approvals for months or years pending the outcome of litigation, and even forced the City to change sites and restart the design and approval processes from the beginning. All the while, thousands of New Yorkers spend their nights in streets and parks, seeking shelter in doorways, subway tunnels, and wherever else they can find it.

At the request of the Office of the Manhattan Borough President, the New York City Independent Budget Office (IBO) undertook a study of the impacts of homeless shelters on the property values of nearby residences in Manhattan.<sup>25</sup> The study sought to produce empirical evidence that could help to assert or refute the frequent claim made by homeowners that a shelter in their neighborhood would reduce the value of their homes.<sup>26</sup>

### *Methodology of IBO Study*

IBO used multiple regression analysis to estimate the impacts of various distances of proximity to one or more shelters (including, at least, each 500, 600, and 1,000 ft.) on the sales prices of residential properties in Manhattan between 2010 and 2018. The study considered 39 homeless shelters in Manhattan: those meeting IBO's definition of "congregate," and which IBO could verify as having been in operation since at least 2010.

---

<sup>24</sup> In 2015, residents of Kensington, Brooklyn launched the Give Me Shelter BK campaign, to support the opening of a new shelter in their neighborhood. Residents of the Kingsbridge neighborhood in the Bronx launched a similar effort in 2017, to support the opening of the new Broadway Family Plaza shelter. Blint-Welsh, Tyler. "New York City Homeless Shelters Get Warm Welcome." *The Wall Street Journal*, July 14, 2019. <https://www.wsj.com/articles/new-york-city-homeless-shelters-get-warm-welcome-11563120000>.

<sup>25</sup> IBO, "Close to Home"

<sup>26</sup> In 2008, NYU Furman Center conducted a study on the impact of supportive housing developments on the values of nearby residences. The study sought to respond to the claims of homeowners that supportive housing developments produce quality of life issues at the street level and cause property values to decline – allegations synonymous with those frequently made by opponents to shelter facilities. Furman Center found that property values did not decrease after a supportive housing development opened nearby. In fact, in the areas surrounding some of the supportive housing developments in the study sample, homes increased in value during the years after a facility opened. IBO pursued a similar study on shelters because it reasoned that supportive housing and homeless shelters were distinct enough that they could have differing neighborhood impacts. However, because IBO could not replicate the methodology of the Furman study due to data limitations, it used an alternative methodology insufficient to produce an analysis comparable to Furman Center's.

Also considered were the prices associated with 6,237 home sales, made between 2010 and 2018, of condos and one-, two-, and three-family homes located within 1,000 ft. of at least one shelter in the sample. The analysis controlled for shelter capacity and external factors impacting property values, such as residence size, building type, year of sale, and census tract, along with demographic characteristics of the census tract's population.

### *Findings and Conclusions of IBO Study*

The analysis estimated that, all other factors being equal:

- Residences within 500 ft. of a shelter for single adults sell for 7.1% less than those located 500 to 1,000 ft. from a shelter for single adults.
- Residences within 500 ft. of a shelter for families with children sell for 6.9% less than those located 500 to 1,000 ft. from a shelter for families with children.
- Residences within 1,000 ft. of multiple shelters sell for 17.4% less than those within 1,000 ft. of one shelter.

- Residences within both 500 ft. of an adult shelter and 1,000 ft. of multiple shelters sell for 24.5% less than those within 1,000 ft. of one adult shelter; and residences within both 500 ft. of a shelter for families with children and 1,000 ft. of multiple shelters sell for 23.8% less than those within 1,000 ft. of one shelter for families with children.

Based on these findings, IBO concluded that **close proximity to congregate homeless shelters negatively affects the price of housing.**<sup>27</sup>

Among homes in the study sample located 500 to 1,000 ft. away from a shelter, the median sales price was \$1,206,215. To apply IBO's estimates, a home that would sell for this median price in its current location would instead sell for an estimated \$1,120,574, if it were located within 500 ft. of an adult shelter, or for an estimated \$1,122,986, if it were within 500 ft. of a shelter for families with children.

## CHPC REVIEW OF IBO STUDY

CHPC undertook a rigorous review of the IBO study and identified several issues in its data and methodology, which call into question the validity of its findings. CHPC finds the study insufficient to support IBO's conclusion that proximity to congregate homeless shelters negatively affects the price of housing. The study is biased, due to its adoption of negative assumptions about shelters and their residents, and employs a methodology that is inadequate to determine causation. These were the most significant issues identified and are discussed below in brief. CHPC's detailed assessment of IBO's methodology is included in the Appendix.

### *Adoption of Anti-Shelter Perspectives*

A primary flaw of the study is that it adopts, rather than examines, the negative assumptions about homeless people and shelters that underly the claims of opponents to shelters about their adverse neighborhood impacts. IBO used such assumptions and claims to guide sample selection, to interpret findings, and to inform conclusions. Yet the veracity of these beliefs is never questioned or examined in the IBO report. The study adopts the perspective of anti-shelter homeowners, without assessing its factual basis.

### *Sample Bias*

Resulting from its adoption of anti-shelter perspectives, the study employs arbitrary sample selection methods which result in sample bias. Selection of the shelters sample was based on

misguided assumptions about different types of shelters and their residents. IBO sought to exclude shelters which partially occupy buildings also containing permanent housing units or other uses, as well as those providing private, as opposed to shared, facilities (bathrooms, kitchens, and sometimes sleeping quarters). In doing so, IBO aimed to consider only those shelters which are the sole occupants of buildings and which provide shared, versus private, facilities.

However, these attributes of shelters are unrelated to the manner in which shelters are defined, built, and operated. Their use as criteria for sample selection reflects negative assumptions about shelter residents: that even one permanent household in a building would cancel out the purported negative impacts of temporary residents; and that the behavior of shelter residents is somehow dependent on or indicative of the type of facilities that they have access to.

### *Failure to Determine Causation*

IBO employs a methodology inadequate to attribute impact. The methodology is only sufficient to identify a spatial correlation between shelter sites and properties of lower value, relative to others in the area. To establish that change in property values occurred as the result of the impact of a nearby shelter, the study would have needed to consider the values of properties near a shelter, in the facility's presence, and the values of those same properties in the facility's absence. IBO could not perform such an analysis, due to data limitations. The study instead compares the values of one group

of properties, located closer to shelters, to the values of another group of properties, further away from shelters.

This method fails to capture what the values of the properties would have been if the shelters did not exist or were located elsewhere. It is therefore not a valid basis from which to attribute variation in property values to the impact of the presence of shelters. Concluding that properties closer to shelters sold for lower prices than those further from shelters, *because* of their nearer proximity to the facilities, conflates correlation with causation.

### *Biased Interpretation of Findings*

The study cites negative homeowner perceptions of shelters and of shelter residents as a logical explanation for analysis findings, yet never mentions the lack of evidence to substantiate those beliefs or assesses their accuracy or legitimacy. In doing so, IBO allows bias into its interpretation of analysis findings and overlooks contradictions within them.

IBO reasons that property owners may consider a nearby shelter to be a greater liability than a nearby supportive housing development, due to the higher potential for shelter residents to be “associated with crime” and/or “engage in disturbing behavior on the street.”<sup>27</sup> The authors posit that homeowners’ negative perceptions of shelters likely stem from the tendency of shelters to close during the day,

causing residents to spend time on the street; the lack of supportive services that shelters provide; and the temporary/transient nature of shelter residents.<sup>28</sup> These claims and conjectures are both misinformed and rooted in negative assumptions about individuals experiencing homelessness. The services provided, households served, and operating hours kept by shelters vary widely, and none of these factors are related to the criteria by which the sample of shelters was selected. Meanwhile, many residents exit shelters into permanent affordable or supportive housing. Distinguishing shelter residents from permanent affordable and supportive housing residents, and “ranking” shelter residents as less “desirable,” is arbitrary and incorrect.

The study does not consider data on crime, sanitation, or other quality of life indicators, which could have helped to assess the substance of untested claims about the adverse neighborhood impacts of shelters. Nor does the study account for rates of unsheltered homelessness, although unsheltered New Yorkers are far more publicly visible than shelter residents. If IBO wanted to test whether the visibility and behavior of people experiencing homelessness caused quality of life to decrease, unsheltered homelessness would have been a more useful variable of analysis than shelter proximity. When taking into consideration the unsheltered population, if homeless residents caused quality of life issues at the street and neighborhood level, then shelters would be expected to alleviate, rather than exacerbate those problems, by providing residents with indoor sleeping quarters, bathrooms, and kitchen facilities.

---

<sup>27</sup> IBO, “Close to Home,” 6

<sup>28</sup> *Ibid.*, 7

### *Lack of Consideration for Alternative Explanations*

Likely due to the study's narrow focus on homeowner concerns and opinions, IBO overlooks another potential explanation for analysis findings: the budgetary and market-based constraints the City faces when choosing a site for a new shelter. The New York City real estate market is extremely competitive, which limits the availability of potential shelter sites. More desirable sites, such as those closer to transportation and public amenities, are costlier than others and in short supply. At the same time, more expensive, higher-value sites do not necessarily provide the configuration, capacity, or quality needed for a homeless shelter.

Sites that are optimal for shelters tend to be less desirable from a market standpoint, less competitive to obtain, and lower in price. It is logical that shelters would, as a result, be built on the blocks in a neighborhood on which property values are lower, as compared to a few blocks away. This relationship should have been considered and followed up with additional research and analysis before conclusions were drawn.

## IMPLICATIONS OF IBO STUDY

While the accuracy of the IBO study's findings is uncertain due to its methodological issues, the broader implications of the report's public release are significant. Even if the study had used a valid methodology free of error and produced the same findings, it would still fall short of contributing knowledge on the impacts of homelessness or guidance on how to better address them.

The study's orientation and research questions are fundamentally inappropriate. Rather than centering on the needs of homeless New Yorkers and necessity of a citywide response, the study focuses on the parochial opinions of a few homeowners. It ignores the myriad detrimental impacts of homelessness, instead seeking to evaluate the potential for marginal financial effects on a select group of properties with a median value of \$1.2 million. In doing so, the study positions stably housed homeowners as an injured party in the city's homelessness crisis, and gives credence to a claim frequently associated with NIMBYism and opposition to shelters.

Moreover, even if its findings and conclusions were accurate, the IBO study would fail to measure the degree to which shelters adversely affect neighborhoods. Rather, it would speak to the market impacts of animus towards homeless shelters and people. Many New Yorkers have made

it clear that they are staunchly opposed to living near a homeless shelter, yet there is little evidence that shelters or their residents adversely impact neighborhoods. This suggests that any impact of shelters on local property values is more likely a measure of the negative market value of the stigma associated with shelters, rather than of observable problems at the street level resulting from the facilities themselves.

If shelter residents caused quality of life issues such that nearby property values decreased, the impact of shelters on home prices would vary with the number of shelter residents. IBO reports that “the estimated coefficient on the shelter capacity variable was statistically significant but virtually zero, indicating only a trivial effect on sales prices.”<sup>29</sup> Thus, the estimated impact of a shelter with two hundred residents would be equal to that of a shelter with only ten residents. This finding again suggests that any real price impact is related to stigma, rather than to shelter residents’ behavior.

For the stigma associated with a shelter to cause reduction in the sales prices of nearby homes, many parties would need to be aware of the shelter’s presence and location. Homeowners selling their homes, buyers purchasing them, brokers,

appraisers, and other market actors all affect the price at which a home is sold. By asserting that a home sold for less due to its proximity to a shelter, IBO assumes that the parties involved in the sale of that home were aware of the facility. Yet most shelters are physically unremarkable; they share no uniform or defining characteristics which would alert passerby to their use. In fact, the majority of New Yorkers living near a shelter probably do so without knowing, especially those living three to four blocks away.<sup>30</sup> It seems most likely that the parties involved in a home purchase transaction would gain awareness of a shelter as the result of neighborhood opposition to it. Opposition is often widely covered in the media,<sup>31</sup> and the efforts of protestors to garner allies can push shelters even further into public purview.

Although not discussed in the IBO report, these implications of the study offer salient insight. If perception and stigmatization of shelters, as opposed to shelters themselves, are driving the reduction of nearby property values, and if homebuyers and market actors are only aware of shelters due to the opposition of local homeowners to them, then it is likely that homeowners whose properties decrease in value as the result of proximity to a shelter are suffering from a self-created problem.

---

<sup>29</sup> Ibid., 5

<sup>30</sup> 1,000 ft. is equivalent to the distance spanning three or four North-South blocks in Manhattan.

<sup>31</sup> See for example Jallow, “The Shelter Wars;” Kaufman, “Burn the Place Down;” Colangelo, “Concerned About Shelters”

## CONCLUSIONS AND NEXT STEPS FOR RESEARCH & DISCUSSION

CHPC is confident that the IBO study was not intended to have negative or harmful impacts. It is possible that in commissioning and performing the study, the Office of the Manhattan Borough President and IBO hoped to contribute evidence toward refuting the claims of anti-shelter homeowners, and to weaken neighborhood opposition. Unfortunately, the study could instead have the serious unintended consequence of empowering opposition, by giving weight to an unsubstantiated claim, frequently weaponized by a privileged few to prevent critical housing resources from being built.

CHPC believes that that the IBO study fundamentally asks the wrong question about the right policy. It is important to understand the impacts of homelessness, and of the policy measures to address it, on public services and resources and on quality of life citywide. However, New York has a moral, legal, and fiscal obligation to ensure shelter for all its residents. Without shelters, the neighborhood level effects of homelessness would far exceed any current impact.

New York's long-standing commitment to meeting the emergency shelter needs of people experiencing homelessness has prevented New York City from seeing the explosive growth in street homelessness and encampments occurring in many other large cities nationwide. The homeless population in the state of New York is greater than in any other state except California. However, New York's rate of unsheltered homeless residents is the third lowest in the nation.<sup>32</sup> In states like California, which shelters just over 30% of its residents (compared to New York's 95%), cities are facing major quality of life issues and adverse economic impacts driven by the *absence* of shelter resources.<sup>33</sup> Communities in New York City cannot imagine the neighborhood impacts of 60,000 residents living on the street, and would be wise to consider the need for shelters in light of the alternatives.

There are many aspects of the interaction between the homelessness crisis and stably housed communities that could contribute meaningful insight. Anti-shelter NIMBYism is rooted in biases and misconceptions about people experiencing homelessness. It would be a worthy effort to gain a better understanding of those perceptions, and to

---

<sup>32</sup> U.S. Department of Housing and Urban Development, Office of Community Planning and Development. *The 2018 Annual Homeless Assessment Report (AHAR) to Congress, Part 1: Point-in-Time Estimates of Homelessness*, by Henry, Meghan, et al. (2018). <https://files.hudexchange.info/resources/documents/2018-AHAR-Part-1.pdf>.

<sup>33</sup> Anthony, Kate et al. "Homelessness in the San Francisco area: The crisis and a path forward." McKinsey and Company, 2019. <https://www.mckinsey.com/industries/public-sector/our-insights/homelessness-in-the-san-francisco-bay-area-the-crisis-and-a-path-forward>.

parse out where the legitimate concerns of shelter neighbors need to be addressed. Furthermore, if the stigma associated with homeless shelters indeed carries a negative market value, or if homelessness otherwise impacts the housing choices made by stably housed residents, then insight into those relationships should be sought. However, it is crucial that all research and discussion around these issues remain clearly grounded in the goal of lifting individuals and families out of homelessness and poverty. There is little to be gained, and critical housing resources to be lost, from overamplifying the voices of the few New Yorkers who do not share this objective.

**CHPC is hopeful that this white paper helps to spark further research and debate that is clearly focused on the policy goals of meeting the emergent and long-term housing needs of people experiencing homelessness.**

Rather than asking the impact of shelters on homeowners, we should seek a greater understanding of their impacts on shelter residents. Which shelters are most successful in transitioning residents to permanent housing, and what has contributed to their success? What barriers do households face in accessing shelter, public services, and permanent housing? Rather than measuring neighborhood hostility towards shelters, we should search for measures to ensure that they are well-built, well-run community assets. How could shelters be better integrated into broader neighborhood networks of public facilities and amenities? What are the appropriate policy solutions to address misconceptions about homelessness and counter the NIMBYism that fuels neighborhood opposition?

These are only a few of the myriad questions that, moving forward, research and discussion around homelessness could strive to answer. By remaining firmly grounded in policy goals, New York can ensure that its efforts to develop, implement, and advance solutions to homelessness are as effective as possible in ending this crisis.

*Many thanks to Ingrid Gould Ellen, Giselle Routhier, and Joe Weisbord for lending their knowledge and expertise.*

## APPENDIX

The following Appendix includes a complete, detailed review of the methodological issues that CHPC identified in the 2019 study by the New York City Independent Budget Office on the alleged impacts of homeless shelters on residential property values.

### *Incorrect Definitions of Shelter Types*

IBO defines “congregate” shelters as those either purpose-built or rehabilitated specifically for shelter use, in which residents share facilities (bathrooms, kitchens and, in some cases, sleeping quarters). This definition and IBO’s categorization of shelters as “congregate” or “non-congregate” are misaligned with how shelters are defined, built, and operated by the City and facility providers. Specifically:

- The City does not provide shelters for families with children in which bathrooms or sleeping quarters are shared between households. It is unclear how the 17 shelters for families with children included in the study sample were selected.
- Whether or not shelters are purpose-built or rehabilitated for their specific use does not dictate the type of facilities they provide, and vice versa. For example, shared or private facilities may be provided in commercial hotels being used as shelters.
- Some shelters partially occupy purpose-built buildings also containing permanent housing units or other uses. It is unclear whether or not these were included in the study sample.

There is a lack of clarity around how shelters were included or excluded from the study sample, due to the incorrect definitions of shelter types.

### *Sample Bias – Sample of Homeless Shelters*

The sample of homeless shelters is biased as the result of unclear and biased selection methods. IBO considers only 39 homeless shelters: facilities in Manhattan, meeting IBO’s definition of “congregate,” which IBO could verify as having been in operation since at least 2010. Sample bias stemmed from the following issues, aside from data limitations:

- There is no basis for excluding shelters that provide private facilities and including shelters that provide shared facilities. The type of facilities that shelter residents have access to is neither dependent on nor indicative of their behavior or circumstances.
- There is no basis to exclude shelter partially occupying buildings and to include shelters occupying entire buildings.
- Each decision to exclude more shelters from the sample reflects negative assumptions about shelter residents. Absent any methodological basis for them, these decisions were seemingly made in an effort to isolate the shelters which, based on such assumptions, would be most disruptive to the surrounding neighborhood. The sample of homeless shelters is biased as a result.

### ***Sample Bias – Sample of Sales Prices***

The sample of residential sales prices is biased, due to the reliance of their selection on residence proximity to shelters in the sample, and to the exclusion of sales of cooperative units.

- Sales prices were selected for inclusion in the sample based on the proximity of residences to one or more shelters in the shelters sample. Bias in the sample of shelters thus caused additional bias in the sample of home sales prices.
- The sales prices sample is further biased due to the exclusion of sales of residential cooperative units. IBO lacked sufficient data on cooperative unit sales and thus could only include in the sales prices sample those associated with residential condominiums and one- to three-family homes. As cooperative units account for a substantial portion of the city's owner-occupied housing stock, the sales prices sample may have been significantly different, had cooperative sales been included.

### ***Lack of External Validity***

As the result of sample bias, the analysis findings cannot be generalized to make conclusions about the impacts of shelters not included in the sample, or about the impacts of shelters overall.

### ***Omitted Variable Bias***

The analysis does not sufficiently control for variables other than proximity to shelter that could impact housing prices. While some control variables are included in the analysis, other important factors are left out, including:

- *Quality of Residences* – There are no control variables included to account for building age; the type, volume, and status of building violations; major capital improvements to a residential unit or lack thereof, etc.
- *Neighborhood Characteristics* – IBO reasoned that, across 1,000 ft., neighborhood characteristics and amenities would not vary significantly enough to significantly affect home values. 1,000 ft. is approximately equal to the distance spanning four North-South blocks in Manhattan. IBO's findings indicate that a home two blocks away from a homeless shelter would sell for less than a comparable home four blocks away from the shelter, due to the former's closer proximity. Homeowners have little reason to interact with or notice a nearby shelter facility. If a two-block difference in proximity to a shelter has a significant impact on property values, an equal, if not greater impact would be expected to result from

### *Omitted Variable Bias (cont.)*

the same difference in proximity to a subway station, grocery store, or other daily convenience. In IBO's model, the only type of neighborhood amenity to which proximity would affect a home's market value is shelters.

- *Rate of Unsheltered Homelessness* – The study does not consider the number of unsheltered homeless individuals in a given area, although people experiencing unsheltered homelessness spend more time than shelter residents on streets and in public spaces. While IBO cites in explaining its findings the conjecture that shelters are a liability because their operating hours cause residents to spend more time on the streets, the thousands of individuals without housing whose time is predominantly spent in public are not considered.

### *Potential Bias and Error in Stepwise Regression Model*

IBO employs stepwise regression methods to develop its final regression model, which it describes as the model that “best explained the variation in sales prices in the sample and generated statistically significant coefficients with the expected positive or negative signs.” Stepwise regression is a common, software-automated method of selecting from a pool of potential predictor variables those to include in a model. Stepwise methods iteratively generate and test different models by adding and/or removing potential explanatory variables, and testing model significance and predictive power after each change. This process continues until the model of ‘best’ fit is achieved, or the model of highest statistical significance with the greatest explained variance.

Despite its widespread application, many experts in statistics view stepwise regression as inappropriate and even dangerous, and have argued for the prevention of its use.<sup>1</sup> Many authors have demonstrated the error and bias that are prone to occurring with stepwise regression,

---

<sup>1</sup> For example, see Flom, Peter L. & Cassell, David L. “Stopping stepwise: Why stepwise and similar selection methods are bad, and what you should use.” NorthEast SAS Users Group Inc 20th Annual Conference, Baltimore MD: 2007; Henderson, Douglas A. & Denison, Daniel R. “Stepwise Regression in Social and Psychological Research.” *Psychological Reports* 64 (1989): 251-257. <https://doi.org/10.2466/pr0.1989.64.1.25>; Lewis-Beck, Michael S. “Stepwise Regression: A Caution.” *Political Methodology* 5, no. 2 (1978): 213-40. <http://www.jstor.org.proxy.lib.pdx.edu/stable/25791533>; Steyerberg, Ewout W. et al. “Stepwise Selection in Small Data Sets: A Simulation Study of Bias in Logistic Regression Analysis.” *Journal of Clinical Epidemiology* 52, no. 10 (1999): 935-942; Thompson, Bruce. “Stepwise Regression and Stepwise Discriminant Analysis Need Not Apply Here: A Guidelines Editorial.” *Educational and Psychological Measurement* 55, no. 4 (1995): 525-534. <https://journals-sagepub-com.proxy.lib.pdx.edu/doi/pdf/10.1177/0013164495055004001>; Whittingham, Mark J. et al. “Why do we still use stepwise modelling in ecology and behavior?” *Journal of Animal Ecology* 75 (2006): 1182-1189.

including: overfitting and underfitting of the data, overestimation and underestimation of variable coefficients, inaccurate reporting of significance levels,<sup>2</sup> and incorrect rejection of explanatory variables with statistically significant predictive power, among others.<sup>3</sup> Stepwise regression is purported to result in the model of 'best' fit; yet a single superior model rarely exists, and experimental research to test the accuracy of stepwise methods has shown them to output inconsistent results when the order of variable entry, sample, or sample size is changed.<sup>4</sup>

IBO's final regression model reported the median income, poverty level, racial/ethnic makeup, and homeownership rate of census tracts as either lacking in statistical significance or having an estimated coefficient close to zero. In other words, the analysis reported these variables to be either insignificant or poor predictors of housing prices. It seems highly unlikely that residents' median income is not significantly correlated with housing prices in New York City, which suggests that some degree of bias and error may have occurred. The

predictive power of variables is frequently over- or underestimated in stepwise regression, especially when the predictor variables being tested for potential inclusion in a model are collinear, or otherwise have a relationship.

Critics of stepwise regression emphasize the need for its use to be preceded by *a priori* analyses, and for its output to be weighed against the researcher's existing expertise, to inform an accurate analysis and to identify errors that may have occurred. It is recommended that researchers test the predictive power of variables independently and/or in various combinations with one another, before using stepwise methods to develop a final model. Researchers are also urged to adjust the final model and to consider alternatives, if its results contradict their prior knowledge of the subject. It is unclear whether or not IBO considered alternative models to the final model described in the report, or if the reason behind the median income variable's lack of contribution was explored. Short of additional information, it is impossible to ensure that the regression model was not subject to bias and error.

---

<sup>2</sup> Many authors have demonstrated that the comparison of *F* and *t* statistics is not a valid means of determining statistical significance when model variables have been preselected, based on their predictive power (see for example, Henderson & Denison, "Stepwise Regression"). Others note that stepwise regression analyses frequently employ the incorrect degrees of freedom when testing for significance levels. Both of these errors bias analysis results towards indicating falsely high levels of statistical significance (see for example, Thompson, "Stepwise Discriminant Analysis;" Henderson & Denison, "Stepwise Regression;" Flom & Cassell, "Stopping Stepwise").

<sup>3</sup> In stepwise regression, a predictor variable is rejected from the model if it cannot independently contribute the threshold amount of predictive power at the threshold level of statistical significance (thresholds being predetermined and preset by the researcher). If a predictor variable being tested for potential inclusion in a model is correlated with both the dependent variable and other predictor variables already selected, its coefficient may be underestimated. In some cases, this effective controlling of variables against themselves will result in a variable's rejection entirely, despite significant correlation with the dependent variable (Lewis-Beck provide a detailed explanation in "Stepwise: A Caution").

<sup>4</sup> See Steyerberg et al., "Stepwise Selection," for experiments demonstrating varying outputs of 'best model' produced by change in the sample size, and for information on the role of Events per Variable (EPV) in variable selection bias. See Lewis-Beck, "Stepwise: A Caution" for explanation of how the order of variable entry and selection affect the 'best model' output, estimated coefficients, and 'ranking' of variables based on their relative contribution to predictive power. When predictor variables are collinear, the coefficients of those selected and tested first are biased higher, while variables tested later are susceptible to underestimation of their coefficients and rejection. In "Stepwise Discriminant Analysis," Thompson further discusses the prevalence of sampling error in stepwise regression and the tendency of such analyses to yield irreproducible results.

### *Conflation of Correlation with Causation*

The study employs a methodology insufficient to determine causation. To attribute change in property values to the impacts of a shelter's presence, an analysis would need to consider both the values of properties in the shelter's presence, and the values of those properties in the shelter's absence. Such an analysis could be performed by comparing the values of properties prior to a shelter's construction to the values of the same properties following the shelter's opening, while controlling for additional factors that impact changes in property value. This "before-and-after" methodology was employed by Furman Center in 2008 to measure the impact of supportive housing developments on the value of nearby homes. While it could be applied in a similar manner to study the impact of shelters on property values, IBO was not able to obtain sufficient data on shelters to do so.

As a result, IBO chose to employ an inferior methodology which is only sufficient to identify a spatial correlation between the locations of homeless shelters and an area's properties of relatively lower value. The IBO study compares the values of one group of properties, located closer to shelters, to those of another group of properties, located further from shelters. This method fails to capture what the values of properties would have

been if the shelters did not exist or were located elsewhere. It is therefore not a valid basis from which to attribute variation in property values to the impact of a shelter's presence. Concluding that properties closer to shelters sold for lower prices than those further from shelters, *because of* their nearer proximity to the facilities, conflates correlation with causation.

In conflating correlation with causation, IBO overlooks many factors that could impact the relationship between the locations of homeless shelters and the values of properties nearby. The siting, construction, and provision of shelters are complicated processes, involving many fiscal and legal constraints which the study does not consider.

### *Potential Additive Errors*

IBO estimates the decrease in value of residences located both within 500 ft. of a shelter and 1,000 ft. of multiple shelters to be the sum of the reductions in value estimated to result from each variable of proximity. IBO asserts that residences within 500 ft. of a shelter for single adults (estimated value impact of -7.1%), and within 1,000 ft. of multiple shelters (estimated value impact of -17.1%), would

### *Potential Additive Errors (cont.)*

suffer from a combined impact of -24.5% in value. Likewise, residences within 500 ft. of a shelter for families with children (estimated value impact -6.9%), and within 1,000 ft. of multiple shelters (estimated value impact -17.1%), would experience an estimated -23.8% decrease in value.

It seems probable that some of the considered residences within 1,000 ft. of multiple shelters are also located within 500 ft. of one shelter. If such overlap did exist, then the event of being within 1,000 ft. of multiple shelters and the event of being within 500 ft. of a single shelter would not be mutually exclusive. In this case, summing the estimated impacts of the two variables would not be a valid means to assess their combined impact. The true net impact of being within 500 ft. of one shelter and 1,000 ft. of multiple shelters would, under these circumstances, be far less extreme than what IBO estimates.

**Tracy Harvey**

**From:** Nancy Witek <nancy.witek@allentate.com>  
**Sent:** Tuesday, June 3, 2025 2:31 PM  
**To:** Tracy Harvey  
**Subject:** Homeless Shelter

Tracy,

I won't be able to make it to the meeting this afternoon, but here is what I found. You can let it be known that I am on the Advisory Board of the Transformation Village in Asheville, a shelter for women and children. It is a drug and alcohol free facility with job training or schooling through AB Tech. They also offer life skills, budget management and interview skills to the women who are there with the goal of reaching permanent housing and productive citizenship in the future.

I can't stress enough how important implementing the current Haven rules into the SUP will be to the viability of the neighborhood in the future/

Yes, a homeless shelter located next door could potentially reduce your home's value. Studies have shown that homes within 500 feet of a homeless shelter can sell for less than those further away. Specifically, one study found that homes within 500 feet of a shelter for adults sold for 7.1% less, while those within 500 feet of a family shelter sold for 6.4% less.

Here's why proximity to a shelter might impact your property value:

- **Perception of Safety:**  
Some people may perceive a homeless shelter as a potential safety concern, potentially leading to a decrease in desirability for potential buyers.
- **Potential for Unsanitary Conditions:**  
While shelters are often managed well, some may be concerned about unsanitary conditions or loitering near the shelter entrance.
- **Overall Neighborhood Impact:**  
A new shelter could be perceived as a negative change to the neighborhood, potentially affecting the overall desirability of the area.

Factors that can influence the impact:

•  
**Type of Shelter:**

•  
Emergency shelters tend to have a more negative impact on property values than permanent supportive housing, which combines housing with supportive services.

•

**Shelter Policies:**

Shelters with stricter rules and regulations, such as prohibiting loitering or drug use, may have a less significant negative impact on property values.

•

**Mitigation Strategies:**

• **Property Improvements:**

A well-maintained property and landscaping can help mitigate the negative perception of a nearby shelter.

• **Community Involvement:**

Engaging with the shelter and its residents can help build positive relationships and address any concerns.

• **Professional Advice:**

Consulting with a real estate agent or appraiser can help assess the potential impact on your property value and advise on strategies for mitigation.

**My best,  
Nancy**

**Client Focused. Results Driven**

**NANCY WITEK**

*Residential Broker*

*CLHMS, GRI, E-PRO, LSS, AHWD*

*Chairman's Club*

*Asheville's Top 100 Realtors*

*(828) 553-4340*

*[Nancy.Witek@allentate.com](mailto:Nancy.Witek@allentate.com)*

**Allen Tate/Beverly-Hanks Realtors**

**[VIEW MY LISTINGS](#)**

**Disclaimer**

*The information in this email and any attachments may contain proprietary and confidential information that is intended for the addressee(s) only. If you are not the intended recipient you are hereby notified that any disclosure, copying, distribution, retention, or use of the contents of this information is prohibited. When addressed to our clients or vendors, any information contained in this e-mail or any attachments is subject to the terms and conditions in any governing contract. If you have received this e-mail in error, please immediately contact the sender and delete the e-mail.*

**Important Notice**

*Never trust wiring instructions sent via email from anyone. Always independently confirm wiring instructions in person or via a telephone call to a trusted and verified phone number.*

**Tracy Harvey**

---

**From:** Chris Owen <chris.owen@transylvaniacounty.org>  
**Sent:** Friday, May 23, 2025 4:25 PM  
**To:** Tracy Harvey  
**Subject:** RE:  
**Attachments:** Edits.jpg

Looks good, I made one edit and we reassess every 4 yrs.

Chris

---

**From:** Tracy Harvey <tracy@pisgahtax.com>  
**Sent:** Friday, May 23, 2025 4:06 PM  
**To:** Chris Owen <chris.owen@transylvaniacounty.org>  
**Subject:**

Hi Chris,

Here is a summary of the discussion that we just had regarding how the county assessed value of properties for property tax purposes:

The tax appraiser starts with the last sales price of a property. They then implement a grading system that considers the overall shape of the house (average, above average, custom and excellent), the footprint regarding its shape and design (rectangle, slightly irregular, moderately irregular, and irregular) and finally a depreciation scale based on the properties age. The depreciation takes into account the year the structure was built, then adjusts to an "effective year" age which considers any upgrades and renovations made to the property. Your office must reassess property values every \_\_\_ number of years. You are graded by the North Carolina Department of Revenue, which tests your assessment values and compares them to actual sales, then grades your performance. Your tax office received a 98% Sales Assessment Ratio, meaning that your assessments were approximately 98% of the fair market value of the properties that the NC DOR tested.

Does that sound about right? And please tell me how often you are assessing the properties again? You also advised that I use 2015 and 2025 rather than 2014 and 2024 as you just performed a reassessment. You also advised that I make a comparison of like properties in the same area indicated by a neighborhood number on the property record card as the neighborhoods are grouped together and evaluated by sales in that area and, therefore, will give an "apples to apples" comparison.

Please feel free to give me any other suggestions to make this comparison as accurate as possible and thank you so much for your time.

Tracy

Tracy Harvey, CPA

Pisgah Tax & Accounting

Tracy Harvey PLLC  
Certified Public Accountant

123 South Johnson Street

b)

/ Harvey <tracy@pisgahtax.com>

) Chris Owen

acj@pisgahtax.com is from outside your organization.

Reply Reply All Forward

Fn

any of the discussion that we just had regarding how the county assessed value of properties for property tax purposes:

er starts with the last sales price of a property. They then implement a grading system ~~that is based on the dimensions of the property~~ (average, above average, custom and ing its shape and design (rectangle, slightly irregular, moderately irregular, and irregular) and finally a depreciation scale based on the property's age. The depreciation tak ture was built, then adjusts to an "effective year" age which considers any upgrades and renovations made to the property. Your office must reassess property values ev e graded by the North Carolina Department of Revenue, which tests your assessment values and compares them to actual sales, then grades your performance. Your tax o ssessment Ratio, meaning that your assessments were approximately 98% of the fair market value of the properties that the NC DOR tested.

d about right? And please tell me how often you are assessing the properties again? You also advised that I use 2015 and 2025 rather than 2014 and 2024 as you just per also advised that I make a comparison of like properties in the same area indicated by a neighborhood number on the property record card as the neighborhoods are group les in that area and, therefore, will give an "apples to apples" comparison.

to give me any other suggestions to make this comparison as accurate as possible and thank you so much for your time.

CPA

: Accounting

This looks good to me.

/ PLLC

: Accountant

on Street  
Carolina 28712

.com

Properties near Haven at 126 Oakdale Street

Property Address	Property Description	2015 Tax Value	2025 Tax Value	Increase/Decrease in Value from 2015-2025	Percent Increase from 2015 to 2025	Proximity to Shelter located at 126 Oakdale St	Property Type
262 S. Caldwell St.	Commercial owned by Oakdale Realty	228,880	392,310	163,430	71%	Shared property line	Commercial
110 Oakdale St.	Commercial owned by Norma Clayton Realty	158,530	212,990	54,460	34%	Shared property line	Commercial
210 S. Caldwell St.	Brevard Screen Printing	543,610	527,200	(16,410)	-3%	Two houses down	Commercial
294 Caldwell St.	Michael Eubanks Office	222,380	543,020	320,640	144%	Two houses down across duckwork	Commercial
222 S. Caldwell St.	Home currently owned by Galloway and Long	355,470	481,780	126,310	36%	Shared property line	Residential
146 Oakdale St.	Home currently owned by Twin Oaks	77,730	185,410	107,680	139%	Shared property line	Residential
119 Duckworth Ave.	Home currently owned by Transylvania Christian Mfr	93,760	211,480	117,720	126%	Two houses down	Residential
109 Oakdale St.	Home currently owned by William Seale	184,260	374,680	190,430	103%	Across the street	Residential
					62%	Average Commercial Increase in 10 years	53%
					101%	Average Residential Increase in 10 Years	11.4%

Remove Outliers and use 2 median values

Properties in same neighborhood but further from the Haven

Property Address	Property Description	2015 Tax Value	2025 Tax Value	Increase/Decrease in Value from 2015-2025	Percent Increase from 2015 to 2025	Proximity to my building	Property Type
352 S. Caldwell St.	Gallery-Rick Daniels old office	338,510	504,840	166,330	49%	2+ blocks away	Commercial
178 S. Caldwell St.	The Glade Stone House	480,990	718,000	237,010	49%	3 blocks away	Commercial
202 S. Caldwell St.	Charleston Mortgage Co. (small stone building)	392,870	633,300	240,430	61%	2 blocks away	Commercial
21 Cashier's Valley Road	Commercial Owned by Jasmat LLC	270,370	540,310	269,940	100%	3 blocks away	Commercial
228 Oakdale St.	Jessi Ping's House	103,320	324,840	221,520	214%	3 blocks away	Residential
195 Oakdale St.	Sarah Book's House	129,920	437,830	307,910	237%	4 blocks away	Residential
78 Duckworth Ave.	Jill Weaver's House	63,300	269,770	206,470	326%	3+ blocks away	Residential
330 S. Caldwell St.	Douglas Miller's House	155,430	374,510	219,080	141%	2+ blocks away	Residential
					65%	Average Commercial Increase in 10 years	55%
					270%	Average Residential Increase in 10 Years	22.6%

Properties near my property: 123 S. Johnson St.

Property Address	Property Description	2015 Tax Value	2025 Tax Value	Increase/Decrease in Value from 2015-2025	Percent Increase from 2015 to 2025	Proximity to my building	Property Type
123 S. Johnson St.	Commercial owned by 123 S. Johnson LLC	177,560	220,170	42,620	24%	my building	Commercial
134 S. Johnson St.	Womens Center	416,120	570,630	154,510	37%	across the street	Commercial
8 E. Jordan St.	Commercial owned by Barbara Jones	177,300	367,520	190,220	107%	2 blocks away	Commercial
32 E. Jordan St.	Brevard Insurance	200,160	407,280	207,100	103%	2 1/2 blocks away	Commercial
151 S. Johnson St.	Home currently owned by Roseann Dorsch	185,780	400,680	214,910	116%	2 houses down	Residential
171 S. Johnson St.	Home currently owned by Jessica Sanders	234,510	544,700	310,190	132%	3 houses down	Residential
87 S. Johnson St.	Home currently owned by Jillian Sapp	165,270	429,240	263,970	160%	3 houses down	Residential
75 S. Johnson St.	Home currently owned by Julia Edwards	139,150	328,550	189,400	136%	4 houses down	Residential
					68%	Average Commercial Increase in 10 years	70%
					136%	Average Residential Increase in 10 Years	13.4%

Submission # 15



View All 10 Photos

110 Oakdale Street Brevard, NC 28712  
MLS #3221835 CLIP #6361955909



Days on OneHome  
376

Size  
1,560 sqft

Baths  
2

**Sold**  
**\$111,500**  
Listed For: \$150,000  
Sold for 25.7% below asking  
Add a Note

**COMPARE**  
Compare this property to others  
you've recently viewed or saved  
Start Comparing

**NEIGHBORHOOD INSIGHTS**  
View Insights

All Listings

Overview

Property Details

Schools

Travel Time

Price & Tax History



262 S Caldwell Street S Brevard, NC 28712-3604  
MLS #4231414 CLIP #383575737

View All 12 Photos

Per Sale

\$475,000 ↓

Price Decreased: \$24,000  
Previously: \$499,000

Request a Tour

Add a Note

COMPARE

Compare this property to others  
you've recently viewed or saved  
Start Comparing

NEIGHBORHOOD INSIGHTS

View Insights

Baths



Size

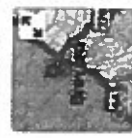


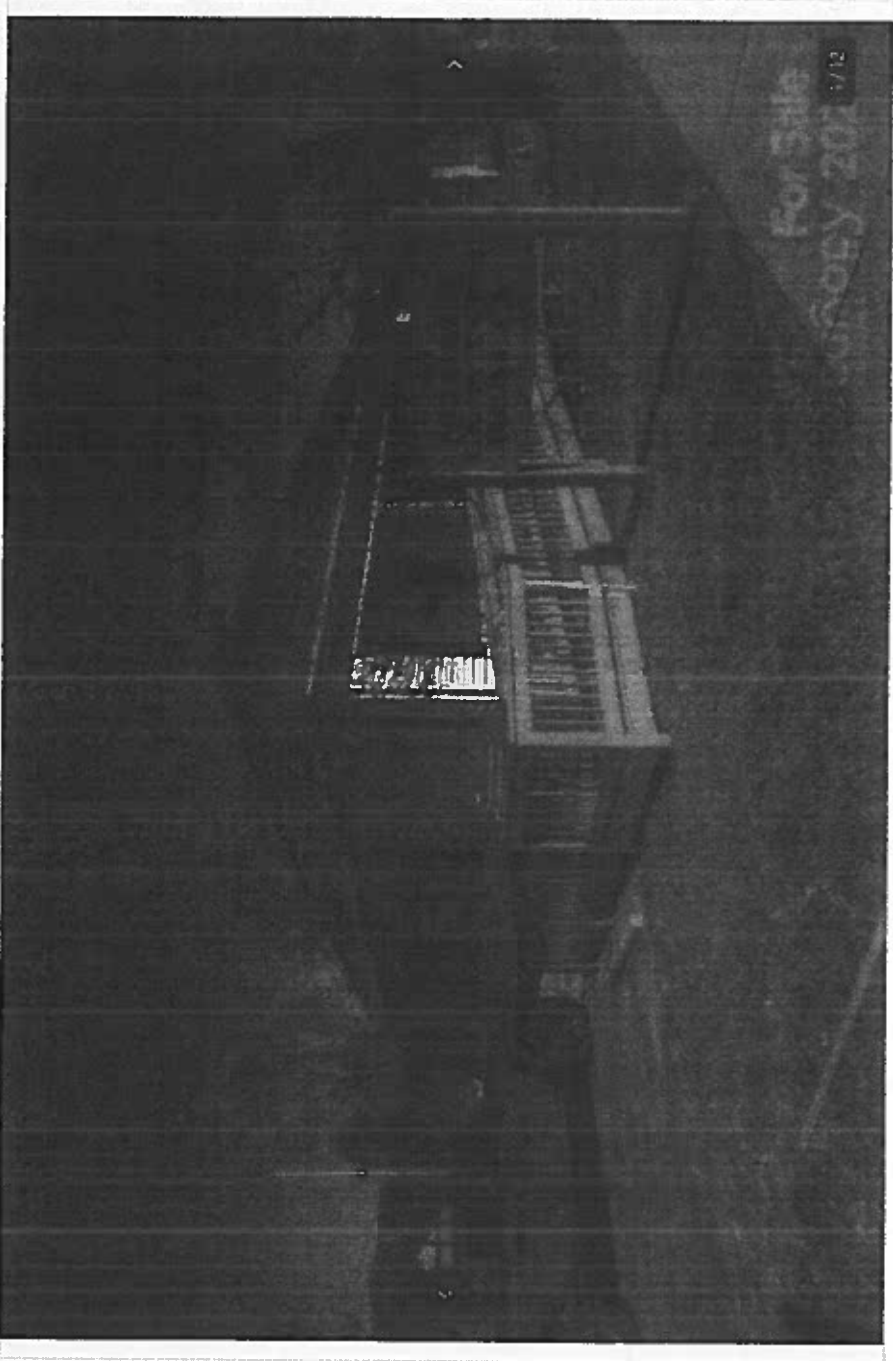
1,666 sqft

Days on OneHome



67





[View All 12 Photos](#)

262 S Caldwell Street S Brevard, NC 28712-3604

MLS #4231414 CLIP #3835757317

● For Sale

**\$375,000** ↓

Price Decreased: \$24,000

Previously: \$399,000

Price History

Request a Tour

Add a Note

COMPARE

Compare this property to others you've recently viewed or saved

Start Comparing

NEIGHBORHOOD INSIGHTS

View Insights

THE HAVEN

Transylvania County  
155 PUBLIC SAFETY WAY Brevard, NC 28712

CC: InclDate Between '05/27/2015' And '05/27/2025' AND InclLoc OccNum = 128 AND InclLoc OccStreet = 'OAKDALE ST' AND InclJurisdiction, 'Default' = 'Default'

CFS History Search  
Basic Report

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2025-015134	04/07/2025 17:25:09	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	EMILY	STAND-BY   ROUTINE   I-INFORMATION ONLY	cgilbert	D3
2025-010402	03/10/2025 15:22:29	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	L710	HOME VISIT   ROUTINE   CLEAR	hlawton	L710
2025-038170	02/24/2025 09:44:50	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	PATRICIA CONNELLY	DIFFICULTY BREATHING   EMERGENCY   PATIENT TRANSPORTED	bramptonbell	TAG2
2025-004866	02/01/2025 17:41:19	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	ALARM FIRE   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	cgilbert	E2
2024-051501	10/02/2024 13:44:41	TVA LIVING CENTER   126 OAKDALE ST, IN FRONT OF BREVARD	EMILY	SUSPICIOUS VEHICLE   PERSON   ROUTINE   CLEAR	rslater	A3
2024-061063	12/02/2024 09:13:23	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	ALARM FIRE   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	rslater	E2
2024-055926	10/18/2024 16:53:02	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	911 DUPLICATE   ROUTINE   DUPLICATE CALL	mworley	MGT
2024-057835	11/11/2024 11:34:32	THE HAVEN   240 S CALDWELL ST, BREVARD	TERRECA ADKINS	ANIMAL CONTROL CALL   ROUTINE   D-UNABLE TO LOCATE (LAW)	driggs	D3
2024-052602	10/09/2024 16:10:44	126 OAKDALE ST, BREVARD	EMILY	FOUND PROPERTY   ROUTINE   NO EMS TRANSPORT	hlawton	MGT
2024-043996	08/27/2024 08:35:13	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	AT&T MOBILITY	911 DUPLICATE   ROUTINE   CLEAR	jworley	
2024-038408	08/01/2024 16:03:43	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	AARON MERWIN	WELFARE CHECK   ROUTINE   E-NO POLICE ACTION NEEDED	mworley	A1
2024-035737	07/11/2024 23:36:59	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	PANIC ALARM   ROUTINE   CLEAR	ajohnson	D2
2024-023808	05/17/2024 05:21:21	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM, FS	PANIC ALARM   ROUTINE   CLEAR	hlawton	ROT
2024-022567	05/04/2024 22:07:32	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM AND SECURITY	PANIC ALARM   ROUTINE   RESOLVED BY OTHER MEANS (PROPER ACTION ADVISED)	wwhite	I2
2024-0170	04/08/2024 13:02:02	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	ALARM FIRE   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	cgilbert	E2

Submission # 16

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2024-010614	02/28/2024 17:53:38	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	MADISON FISHER	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   I- INFORMATION ONLY	rpressley	D3
2024-005772	02/01/2024 10:59:34	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	ALARM FIRE   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	rpressley	E2
2023-057863	10/19/2023 17:50:04	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	PANIC ALARM   EMERGENCY   UNABLE TO LOCATE (LAW)	elandsen	D2
2023-056885	10/10/2023 20:33:00	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	savannah	ANIMAL CONTROL CALL   ROUTINE   CLEAR	wwhite	
2023-03934	10/03/2023 16:16:57	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	EMILY LOWERY	MENTAL SUBJECT   EMERGENCY   PATIENT TRANSPORTED	lowery	B3
2023-053493	09/23/2023 21:16:17	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	PANIC ALARM   ROUTINE   D-UNABLE TO LOCATE (LAW)	etankersley	C3
2023-032400	09/18/2023 10:24:00	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	AP&T MOBILITY	SEIZURE CALL   EMERGENCY   NO EMS TRANSPORT	mhorton	TAC2
2023-049548	09/04/2023 19:52:13	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	ALARM	PANIC ALARM   EMERGENCY   DUPLICATE CALL	mnorton	D3
2023-035561	06/28/2023 21:17:46	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	ALARM FIRE   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	ajohnson	Z1
2023-030813	06/04/2023 15:26:19	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	LOGAN	ACCIDENTAL 911   ROUTINE   CLEAR	cgilbert	
2023-029030	05/26/2023 13:15:55	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	ethel	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   I-NO POLICE ACTION NEEDED	ajlows	D2
2023-022244	04/22/2023 23:29:45	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	PANIC ALARM   ROUTINE   CLEAR	ajohnson	A1
2023-021100	04/22/2023 07:21:18	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	585	PANIC ALARM   ROUTINE   I- INFORMATION ONLY	vwcdie	D3
2023-022005	04/21/2023 19:49:23	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	PANIC ALARM   ROUTINE   G-REFERRED TO OTHER AGENCY	ajohnson	A2
2023-010637	02/24/2023 23:44:21	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN	PANIC ALARM   EMERGENCY   G-VERBAL WARNING (LAW)	ajohnson	C3
2022-063083	11/14/2022 11:46:49	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SOUTHERN ALARM	ALARM FIRE   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	ghill	CAR2
2022-010167	04/15/2022 22:11:29	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	OCTAVIA CHAPMAN	INTOXICATED PEDESTRIAN   ROUTINE   I- INFORMATION ONLY	trubush	S31
2022-009813	02/21/2022 18:12:32	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	DANIELS COMMUNICATIONS	ALARM FIRE   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	stilson	L2
2022-009395	02/15/2022 16:45:10	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	SAVANNAH SHIFMAN	CHILD BIRTH   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	stilson	S31

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2022-001575	01/08/2022 19:27:34	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	DANIELS	ALARM FIRE   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	khatter	CAR22
2021-054274	10/17/2021 10:00:16	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	DANIELS 277-7334	PANIC ALARM   ROUTINE   CLEAR	elowe	A2
2021-050110	09/26/2021 16:17:57	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	DANIELS	ALARM FIRE   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	khatter	E2
2020-051405	12/11/2020 10:52:32	TVA LIVING CENTER   126 OAKDALE ST, BREVARD	DANIELS MONITORING	ALARM FIRE   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	ajohnson	C21
2020-025819	06/26/2020 13:28:40	126 OAKDALE ST, BREVARD	daniels monitoring	ALARM FIRE (10-37)   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	worley	E21
2020-033222	06/09/2020 08:28:17	TVA LIVING CENTER   126 OAKDALE ST, BREVARD CITY	daniels	ALARM FIRE (10-37)   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	cgilbert	E21
2019-030563	07/16/2019 10:07:30	TVA LIVING CENTER   126 OAKDALE ST, BREVARD CITY	emily lowery	REQUEST TO SPEAK WITH DEPUTY   ROUTINE   I-INFORMATION ONLY	sdill	L201
2018-019602	04/09/2018 10:43:00	TVA LIVING CENTER   126 OAKDALE ST, BREVARD CITY	emily lowery	SEIZURE CALL   EMERGENCY   PATIENT TRANSPORTED	rshtuler	S31
2018-010231	03/15/2018 15:20:17	TVA LIVING CENTER   126 OAKDALE ST, BREVARD CITY	THE HAVEN OF 911 POLICE   ROUTINE   G-REFERRED TO PENNSYLVANIA OTHER AGENCY CO		ajohnson	
2015-048272	12/21/2015 13:35:10	126 OAKDALE ST, BREVARD CITY	brown	PAIN CALL   M QUESTIONS ASKED   PATIENT TRANSPORTED	wwhite	34
2015-043773	11/17/2015 11:39:13	126 OAKDALE ST, BREVARD CITY	THE HAVEN FAMILY HOUSE	SICK CALL   M THIRD PARTY   PATIENT TRANSPORTED	sowenjr	M6
2015-031647	08/23/2015 11:54:40	126 OAKDALE ST, BREVARD CITY	LANDRETH, E	911 CALL   EMERGENCY   I-INFORMATION ONLY	mportion	
2015-031646	08/23/2015 11:52:42	TVA LIVING CENTER   126 OAKDALE ST, BREVARD CITY	daniels	ALARM FIRE (10-37)   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	wwhite	211
2015-031645	07/15/2015 10:13:15	126 OAKDALE ST, BREVARD CITY	TAMARA BROWNING @ THE HAVEN FAMILY HOUSE	CHILD BIRTH   M QUESTIONS ASKED   AC-ASSIGNMENT COMPLETE (FIRE)	worley	318

Total: 54

SAMUEL'S HAVEN " TRANSITIONAL HOME " LOCATED @ 187 W. JORDAN ST.

Transylvania County  
 155 PUBLIC SAFETY WAY Brevard, NC 28712

CC Include Between 10/22/2018 And 05/22/2025 AND tblIncLoc.OccNum = 187 AND  
 tblIncLoc.OccStreet = JORDAN ST AND tblIncLoc.OccDir = W AND tblIncLoc.Jurisdiction  
 (Default) = Default

CFS History Search  
 Basic Report

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2025-021489	05/17/2025 11:28:42	187 W JORDAN ST, BREVARD	TAC2	LOCK OUT - LOCK IN   ROUTINE   AC- ASSIGNMENT COMPLETE (FIRE)	khatter	TAC2
2024-049818	09/26/2024 21:30:34	187 W JORDAN ST, BREVARD	MARIAM	RTI DUPLICATE   ROUTINE   DUPLICATE CALL	ginsley	
2024-049816	09/26/2024 21:17:35	187 W JORDAN ST, BREVARD	VERIZON	DOMESTIC VIOLENCE   ROUTINE   CLEAR	mcampbell	A2
2024-045689	09/05/2024 11:32:38	187 W JORDAN ST, BREVARD	L710	HOME VISIT   ROUTINE   CLEAR	wwhite	L710
2024-042122	08/16/2024 17:29:20	187 W JORDAN ST, BREVARD	DAVID ALFF	SUSPICIOUS VEHICLE/PERSON   ROUTINE   E-NO POLICE ACTION NEEDED	etankersley	B3
2024-041666	09/14/2024 13:27:41	187 W JORDAN ST, BREVARD	VALERY	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   G-REFERRED TO OTHER AGENCY	telater	C3
2024-017100	04/05/2024 12:19:29	187 W JORDAN ST, BREVARD	DESTINY MCKINNEY	ESCORT   ROUTINE   G-REFERRED TO OTHER AGENCY	kharris	B2
2024-013284	03/15/2024 06:22:31	187 W JORDAN ST, BREVARD	NOELAYALA	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   CLEAR	kharris	C1
2024-006181	02/03/2024 22:29:58	187 W JORDAN ST, BREVARD	SANDRA	NOISE DISTURBANCE   ROUTINE   D- UNABLE TO LOCATE (LAW)	pgilbert	B3
2024-003562	01/20/2024 12:27:51	187 W JORDAN ST, BREVARD	WHI	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   G-REFERRED TO OTHER AGENCY	harrmer	C1
2024-001720	01/10/2024 13:53:29	187 W JORDAN ST, BREVARD	ANTONY DIBLASIO	DISTURBANCE CALL   ROUTINE   G- REFERRED TO OTHER AGENCY	dhall	MC1
2023-068645	12/01/2023 07:33:16	187 W JORDAN ST, BREVARD	L706	HOME VISIT   ROUTINE   D-UNABLE TO LOCATE (LAW)	jworley	L706
2023-066470	11/30/2023 11:12:33	187 W JORDAN ST, BREVARD	L706	HOME VISIT   ROUTINE   D-UNABLE TO LOCATE (LAW)	lmidgett	L706
2023-045135	08/14/2023 14:26:02	187 W JORDAN ST, BREVARD	PO 588K	SUBSIDERATE ATTEMPTED SUICIDE   EMERGENCY   CLEAR	etankersley	C2
2023-043665	08/07/2023 15:58:37	187 W JORDAN ST, BREVARD	I2	WELFARE CHECK   ROUTINE   I- INFORMATION ONLY	jworley	I2
2023-024549	05/04/2023 09:09:05	187 W JORDAN ST, BREVARD	L661	CODE 3 CIVIL PROCEEDING SERVING PAPERS   ROUTINE   D-UNABLE TO LOCATE (LAW)	wwhite	L661
2022-066197	11/30/2022 21:02:36	187 W JORDAN ST, BREVARD	BRANDON HOLBERT	INTOXICATED PEDESTRIAN   ROUTINE   NO EMS TRANSPORT	wwhite	C3

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2022-042011	08/01/2022 16:32:31	187 W JORDAN ST, BREVARD	A4	INVESTIGATION / FOLLOW UP   ROUTINE   CLEAR	dhall	A4
2022-039253	07/19/2022 00:49:19	187 W JORDAN ST, BREVARD	sonya	DISTURBANCE CALL   ROUTINE   G-REFERRED TO OTHER AGENCY	elowe	A2
2022-033267	06/20/2022 15:16:26	187 W JORDAN ST, BREVARD	L660	CODE 5/CIVIL PROCESS/SERVING PAPERS   ROUTINE   E-NO POLICE ACTION NEEDED	wwhite	L660
2022-017608	04/03/2022 19:12:33	187 W JORDAN ST, BREVARD	JACOB ROBINS	MISSING PERSONS REPORT   ROUTINE   G-REFERRED TO OTHER AGENCY	pgibbitt	
2022-017072	03/31/2022 07:22:22	187 W JORDAN ST, BREVARD	C2	TREE DOWN   ROUTINE   G-REFERRED TO OTHER AGENCY	etankersley	
2022-015931	03/25/2022 13:03:48	187 W JORDAN ST, BREVARD	WILLIAM & JULIE HENDON	911 DUPLICATE   EMERGENCY   INFORMATION ONLY	mpush	
2022-015909	03/25/2022 13:03:14	187 W JORDAN ST, BREVARD	D3	SUICIDE/ATTEMPTED SUICIDE   EMERGENCY   E-NO POLICE ACTION NEEDED	ghill	D3
2021-065945	12/20/2021 18:49:22	187 W JORDAN ST, BREVARD	A4	INFORMATION   ROUTINE   INFORMATION ONLY	wowers	A4
2021-065943	12/20/2021 13:36:00	187 W JORDAN ST, BREVARD	JULIE HENDON	DISTURBANCE CALL   ROUTINE   POLICE ACTION NEEDED	ajohnson	A2
2021-065898	12/20/2021 08:29:37	187 W JORDAN ST, BREVARD	JULIE HENDON	DISTURBANCE CALL   ROUTINE   CLEAR	ajohnson	A2
2021-065331	12/17/2021 02:17:17	187 W JORDAN ST, BREVARD	JULIE	FIGHT IN PROGRESS   ROUTINE   CLEAR	ajohnson	A1
2021-049150	09/28/2021 18:08:50	187 W JORDAN ST, BREVARD	INGRID	DOMESTIC VIOLENCE   EMERGENCY   CLEAR	elandreth	A2
2021-048702	09/19/2021 11:16:45	187 W JORDAN ST, BREVARD	JULIE HENDON	DRUGS   ROUTINE   D-UNABLE TO LOCATE (LAW)	dhall	A1
2021-048328	09/17/2021 11:25:40	187 W JORDAN ST, BREVARD	ALFRED DAVID	INFORMATION   ROUTINE   CLEAR	wowers	A3
2021-047344	09/11/2021 23:47:12	187 W JORDAN ST, BREVARD	OLIVIA ROMAN	WELFARE CHECK   ROUTINE   POLICE ACTION NEEDED	dhall	A2
2021-045803	08/27/2021 19:05:25	187 W JORDAN ST, BREVARD	KELLY	DRUGS   ROUTINE   INFORMATION ONLY	khatter	
2021-044366	08/27/2021 15:13:34	187 W JORDAN ST, BREVARD	L603	CODE 5/CIVIL PROCESS/SERVING PAPERS   ROUTINE   CLEAR	khatter	L603
2021-044150	08/26/2021 01:24:05	187 W JORDAN ST, BREVARD	L603	CODE 5/CIVIL PROCESS/SERVING PAPERS   ROUTINE   D-UNABLE TO LOCATE (LAW)	glatter	L603

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2021-038974	07/31/2021 21:39:26	187 W JORDAN ST, BREVARD	WILLIAM & JULIE HENDON	DISTURBANCE CALL   ROUTINE   D-UNABLE TO LOCATE (LAW)	elandreth	C3
2021-030147	06/16/2021 17:13:13	187 W JORDAN ST, BREVARD	JULIE HENDON	911 DUPLICATE   ROUTINE   DUPLICATE CALL	pgilbert	
2021-027908	06/04/2021 13:37:25	187 W JORDAN ST, BREVARD	B3	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   E-NO POLICE ACTION NEEDED SERVING OR CHECKING WARRANTS   ROUTINE   D-UNABLE TO LOCATE (LAW)	jworley	B3
2021-024094	05/15/2021 16:35:47	187 W JORDAN ST, BREVARD	Julie Hendon	MISSING PERSONS REPORT   ROUTINE   CLEAR	mbush	D4
2021-020005	04/23/2021 09:35:46	187 W JORDAN ST, BREVARD	L661	CODE 5/CIVIL PROCESS/SERVING PAPERS   ROUTINE   PS-PAPERS SERVED	glafever	L661
2021-016989	04/05/2021 20:39:25	187 W JORDAN ST, BREVARD	JULIE HENDON	INVESTIGATION / FOLLOW UP   ROUTINE   E-NO POLICE ACTION NEEDED	ajohnson	A4
2021-016768	04/05/2021 18:45:00	187 W JORDAN ST, BREVARD	HEATHER FISHER	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   G-REFERRED TO OTHER AGENCY	cgilbert	C4
2021-016987	04/01/2021 17:08:49	187 W JORDAN ST, BREVARD	JEFFREY HAYNES	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   E-NO POLICE ACTION NEEDED	etankersley	D3
2021-015404	03/29/2021 17:50:28	187 W JORDAN ST, BREVARD	HENDON, JULIE	VERBAL DISPUTE   ROUTINE   PS-PAPERS SERVED	ginsley	A1
2021-002333	01/15/2021 00:43:36	187 W JORDAN ST, BREVARD	thomas hamison w/mission	D6S CALL   ROUTINE   G-REFERRED TO OTHER AGENCY	elowe	
2021-002291	01/14/2021 19:08:03	187 W JORDAN ST, BREVARD	heather fisher	SICK CALL   ROUTINE   PATIENT TRANSPORTED	elowe	M2
2020-048609	11/21/2020 18:48:42	187 W JORDAN ST, BREVARD	HANNAH FISHER	SICK CALL   ROUTINE   PATIENT TRANSPORTED	khater	M2
2020-004481	01/30/2020 10:35:34	187 W JORDAN ST, BREVARD CITY	L705	HOME VISIT/DARE   ROUTINE   CLEAR	jworley	L705
2019-055483	12/22/2019 14:22:24	187 W JORDAN ST, BREVARD CITY	chris	DIFFICULTY BREATHING   EMERGENCY   PATIENT TRANSPORTED	adill	B31

Total: 54

BREAD OF LIFE

Transylvania County  
155 PUBLIC SAFETY WAY Brevard , NC 28712

CC:IncDate Between 10/27/2015 And 10/27/2025 AND IncIncLoc OccNum = 238 AND  
CallDir = 'S' AND IncIncLoc OccStreet = 'CALDWELL ST' AND  
IncNull(CCJurisdiction, 'Default') = 'Default'

CFS History Search  
Basic Report

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2025-022988	05/27/2025 12:34:52	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	STEVE YOUNG	REPORT   ROUTINE   A-REPORT TAKEN (LAW)	wwhite	C2
2025-019908	05/07/2025 20:14:32	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MARY CAMP	TRESPASSING   ROUTINE   INFORMATION ONLY	etankersley	C2
2025-019708	05/06/2025 11:09:16	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	PAULA	ANIMAL CONTROL CALL   ROUTINE   CLEAR	pgilbert	69
2025-019097	05/02/2025 12:41:53	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	DONNA	INVESTIGATION / FOLLOW UP   ROUTINE   CLEAR	jwotley	A3
2025-019088	05/02/2025 11:54:46	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	SERGIO FERNANDEZ	TRESPASSING   ROUTINE   PS-PAPERS SERVED	cgilbert	A3
2025-017600	04/23/2025 15:25:15	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	HUNTER WITH TCSO PROBATION	ANIMAL CONTROL CALL   ROUTINE   POLICE ACTION NEEDED	cgilbert	I4
2025-016703	04/17/2025 10:51:38	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	PAULA WESLEY - BREAD OF LIFE	TRESPASSING   ROUTINE   CLEAR	cgilbert	C3
2025-015256	04/08/2025 13:19:25	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	RICK GALLOWAY	SERVING OF CHECKING WARRANTS   ROUTINE   PS-PAPERS SERVED	hlantrsh	C8
2025-014892	04/06/2025 20:44:16	133 HILL VIEW AVE APT 307, BREVARD	MARY KAY	DISTURBANCE CALL   ROUTINE   PS-PAPERS SERVED	etankersley	A3
2025-006254	02/10/2025 21:24:54	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	WHITNEY	ANIMAL CONTROL CALL   ROUTINE   CLEAR	jworley	MC1
2025-003640	01/23/2025 17:14:44	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MARY KAY	ASSAULT   ROUTINE   NO EMS TRANSPORT	dhall	A3
2025-003396	01/22/2025 12:03:30	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	A1	SUSPICIOUS VEHICLE/PERSON   ROUTINE   CLEAR	etankersley	D1
2025-003396	01/22/2025 12:03:30	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	A1	TRESPASSING   ROUTINE   UNABLE TO LOCATE (LAW)	etankersley	A3
2025-003396	01/22/2025 12:03:30	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	A1	MOTOR VEHICLE ACCIDENT / NO PI   ROUTINE   G-REFERRED TO OTHER AGENCY	wwhite	A1
2025-003396	01/22/2025 12:03:30	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	A1	TRESPASSING   ROUTINE   UNABLE TO LOCATE (LAW)	etankersley	C2

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2024-064599	12/23/2024 18:36:16	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	JOSHUA FORTUNER	EXTRA PATROL   ROUTINE   CLEAR	ajohnson	A3
2024-062833	12/12/2024 11:57:07	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	WILLOW SULLIVAN	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   G-REFERRED TO OTHER AGENCY	etankersley	D1
2024-053128	10/12/2024 17:45:48	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	VERIZON	911 DUPLICATE   ROUTINE   DUPLICATE CALL	driggs	D2
2024-049764	09/26/2024 15:00:25	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	VERIZON	INCOMPLETE 911   ROUTINE   C-VERBAL WARNING (LAW)	driggs	D2
2024-044460	08/29/2024 12:35:11	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	JAMES GREEN	SUSPICIOUS VEHICLE/PERSON   ROUTINE   I-INFORMATION ONLY	ajohnson	CAR2
2024-044297	08/28/2024 17:04:23	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	PAUL WESLEY@BRE AD OF LIFE	REPORT   ROUTINE   A-REPORT TAKEN (LAW)	ajohnson	CAR2
2024-019271	04/19/2024 22:08:05	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	L204	TRAFFIC STOP   ROUTINE   CLEAR	etankersley	L204
2024-013866	03/18/2024 12:42:19	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	WILLIAM HATCHER	FADING   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	ajohnson	CAR2
2024-008729	02/18/2024 09:51:14	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	L405	TRAFFIC STOP   ROUTINE   C-VERBAL WARNING (LAW)	dhall	L405
2024-008445	02/16/2024 12:36:02	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	C1	INVESTIGATION / FOLLOW UP   ROUTINE   A-REPORT TAKEN (LAW)	ginsley	C1
2024-004859	01/27/2024 15:21:59	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	D3	TRAFFIC STOP   ROUTINE   C-VERBAL WARNING (LAW)	dhall	D3
2023-068158	12/09/2023 12:56:35	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	REBECCA	MOTOR VEHICLE ACCIDENT / NO PI   ROUTINE   I-INFORMATION ONLY	ajohnson	A3
2023-064906	11/27/2023 05:56:28	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	A2	TRAFFIC STOP   ROUTINE   C-VERBAL WARNING (LAW)	dhall	A2
2023-063497	11/14/2023 09:08:00	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	D3	SUSPICIOUS VEHICLE/PERSON   ROUTINE   I-INFORMATION ONLY	elandreth	D3
2023-062975	10/27/2023 20:19:37	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	any	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   I-INFORMATION ONLY	tramer	C3
2023-047402	08/25/2023 11:52:27	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MICHAEL	SUSPICIOUS VEHICLE/PERSON   ROUTINE   CLEAR	elandreth	D3
2023-047174	08/24/2023 11:39:03	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	D1	INVESTIGATION / FOLLOW UP   ROUTINE   I-INFORMATION ONLY	elandreth	D1

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2023-046958	08/23/2023 14:39:11	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	D1	SUSPICIOUS VEHICLE/PERSON   ROUTINE   CLEAR	elandreth	D1
2023-046154	08/19/2023 16:31:19	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	SHARON	WELFARE CHECK   ROUTINE   CLEAR	dhall	A3
2023-045968	08/18/2023 18:18:22	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	PATRICIA CONLEY	OVERDOSE   EMERGENCY   CANCELED ENROUTE	dhall	B1
2023-045776	08/17/2023 19:21:30	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	PATRICIA COLLINS	DRUGS   ROUTINE   C-VERBAL WARNING (LAW)	wwhite	D2
2023-042688	08/02/2023 18:23:42	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MICHAEL COLLINS	TRESPASSING   ROUTINE   G-REFERRED TO OTHER AGENCY	ajohnson	B3
2023-042264	07/31/2023 16:14:06	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MICHAEL COLLINS	SECURITY CHECK   ROUTINE   CLEAR	ajohnson	A3
2023-041393	07/27/2023 11:43:49	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	COLLINS	COMMUNICATING THREATS   ROUTINE   G-REFERRED TO OTHER AGENCY	g-wwhite	D1
2023-035072	06/26/2023 13:07:32	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MIKE COLLINS	WELFARE CHECK   ROUTINE   D-UNABLE TO LOCATE (LAW)	wwhite	B3
2023-031318	06/07/2023 05:44:06	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	RICHIE WALKER	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   I-INFORMATION ONLY	pgilbert	A2
2023-030856	06/02/2023 11:03:38	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	D3	TRAFFIC STOP   ROUTINE   C-VERBAL WARNING (LAW)	iworley	D3
2023-029544	05/29/2023 13:14:19	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	D1	SERVING OR CHECKING WARRANTS   ROUTINE   PS-PAPERS SERVED	mnorton	D1
2023-028554	05/24/2023 12:22:26	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	B2	MISSING PERSONS REPORT   ROUTINE   I-INFORMATION ONLY	j-gunsley	B2
2023-022307	04/23/2023 08:35:02	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	SASHA DIAZ - CASE MGR	DISTURBANCE CALL   EMERGENCY   PATIENT TRANSPORTED	elandreth	D1
2023-021986	04/21/2023 17:23:50	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	D3	TRAFFIC STOP   ROUTINE   C-VERBAL WARNING (LAW)	elandreth	B3
2023-015760	03/22/2023 16:30:39	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	CRYSTAL	WELFARE CHECK   ROUTINE   CLEAR	pgilbert	B1
2023-014308	03/15/2023 12:52:09	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	LYNDON SHIELDS	OVERDOSE   EMERGENCY   PATIENT TRANSPORTED	iworley	A3
2023-014308	03/15/2023 12:52:09	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MICHAEL	DISTURBANCE CALL   ROUTINE   C-VERBAL WARNING (LAW)	dhall	A2
2023-014308	03/15/2023 12:52:09	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MICHAEL	DISTURBANCE CALL   ROUTINE   C-VERBAL WARNING (LAW)	iworley	B1

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2023-011745	03/02/2023 15:20:21	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	JORDAN	SUSPICIOUS VEHICLE/PERSON   ROUTINE   I-INFORMATION ONLY	ginsley	C3
2023-011656	03/02/2023 06:56:12	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	KEN ASHWORTH	INTOXICATED PEDESTRIAN   ROUTINE   E- NO POLICE ACTION NEEDED	etankersley	C3
2023-011193	02/27/2023 20:27:40	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	SAVANA	HEAD INJURY   EMERGENCY   G- REFERRED TO OTHER AGENCY	cgilbert	A1
2023-010554	02/24/2023 14:43:41	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	ANNON	SUSPICIOUS VEHICLE/PERSON   EMERGENCY   RESOLVED BY OTHER MEANS (PROPER ACTION ADVISED)	wwhite	D2
2023-002467	01/13/2023 16:34:54	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	EMILY LOWERY	SECURITY CHECK   ROUTINE   I- INFORMATION ONLY	cgilbert	B4
2023-002292	01/12/2023 16:54:20	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	MICHEAL	SECURITY CHECK   ROUTINE   I- INFORMATION ONLY	mnorton	A4
2023-001846	01/10/2023 11:29:47	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	REGINA	CHEST PAIN   EMERGENCY   PATIENT TRANSPORTED	elandreth	M3
2023-000922	01/05/2023 11:38:18	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	DILLON	ANIMAL CONTROL CALL   ROUTINE   D- UNABLE TO LOCATE (LAW)	ginsley	MC1
2022-048110	08/31/2022 13:13:24	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	a2	ANIMAL CONTROL CALL   ROUTINE   CLEAR	elowe	A2
2022-027606	05/24/2022 01:50:48	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	B3	SUSPICIOUS VEHICLE/PERSON   ROUTINE   E-NO POLICE ACTION NEEDED	ajohnson	B3
2022-027576	05/23/2022 22:35:37	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	CHAPMAN CONSTANT	SUSPICIOUS VEHICLE/PERSON   ROUTINE   E-NO POLICE ACTION NEEDED	ajohnson	B3
2022-027560	05/23/2022 21:06:48	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	B3	TRAFFIC STOP   ROUTINE   F-CITATION ISSUED (LAW)	dhall	B3
2022-022918	04/30/2022 14:49:59	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	A2	TRAFFIC STOP   ROUTINE   C-VERBAL WARNING (LAW)	ajohnson	A2

CFS #	Creates When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2022-000378	01/02/2022 23:38:38	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	A2	TRAFFIC STOP   ROUTINE   CLEAR	wowens	A2
2021-049752	09/24/2021 15:02:08	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	ANON	WELFARE CHECK   ROUTINE   I- INFORMATION ONLY	pgilbert	B3
2021-033576	07/03/2021 21:10:25	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	JEAN PERRY	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   I- INFORMATION ONLY	etankersley	C4
2021-018366	04/14/2021 03:40:12	THE BREAD OF LIFE   238 S CALDWELL ST, BREVARD	B3	SUSPICIOUS VEHICLE/PERSON   ROUTINE   I- INFORMATION ONLY	jworley	B3
2020-014830	04/11/2020 12:36:55	238 S CALDWELL ST, BREVARD CITY	NOAH STRICKLAND	BLEEDING/HEMORRHAGE/LACERATION   EMERGENCY   NO EMS TRANSPORT	glaflever	M4
2018-045707	11/13/2018 13:11:25	238 S CALDWELL ST, BREVARD CITY	mike	CHEST PAIN   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	wwhite	349
2018-028110	07/16/2018 12:26:02	238 S CALDWELL ST, BREVARD CITY	HENNIG	FAINING/FAINTED PATIENT   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	jworley	S31
2017-020538	06/02/2017 01:41:38	238 S CALDWELL ST, BREVARD CITY	justin smith	OVERDOSE   G-REFERRED TO OTHER AGENCY	epjohnson	S2
2016-032095	08/21/2016 12:15:01	238 S CALDWELL ST, BREVARD CITY	NIKKI CLAY	SICK CALL   EMERGENCY   PATIENT TRANSPORTED	pgilbert	M7

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2016-008057	02/29/2016 14:10:44	238 S CALDWELL ST, BREVARD CITY	BPD	SICK CALL   ROUTINE   PATIENT TRANSPORTED	kowen	M5
2016-004567	02/02/2016 14:21:05	238 S CALDWELL ST, BREVARD CITY	BENJAMIN SEAGLE	CHEST PAIN   M QUESTIONS ASKED   PATIENT TRANSPORTED	jwarley	S33
2016-049030	12/27/2015 18:41:02	238 S CALDWELL ST, BREVARD CITY	weathermanip	911 CALL EMERGENCY   IS REFERRED TO OTHER AGENCY		

Total: 100

# THE COVE

## Transylvania County 155 PUBLIC SAFETY WAY Brevard , NC 28712

CC.IncData = '06/01/2015' AND IsInclLoc.DocNum = 40 AND IsInclLoc.DocStreet = 'NICHOLSON CREEK RD' AND IsInclLoc.Jurisdiction, Default = 'Default'

### CFS History Search Basic Report

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2025-012835	03/24/2025 12:57:31	THE COVE   40 NICHOLSON CREEK RD, BREVARD	L302	INVESTIGATION / FOLLOW UP   ROUTINE   CLEAR	hlawton	L302
2025-010251	03/09/2025 13:53:41	THE COVE   40 NICHOLSON CREEK RD, BREVARD	LOGAN CRAWFORD	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   CLEAR	cgilbert	C2
2025-007853	02/21/2025 16:42:21	THE COVE   40 NICHOLSON CREEK RD, BREVARD	L401	TRAFFIC STOP   ROUTINE   C-VERBAL WARNING (LAW)	jjworley	L401
2025-005172	02/03/2025 20:55:32	THE COVE   40 NICHOLSON CREEK RD, BREVARD	SHERRIL	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   INFORMATION ONLY	hhall	
2024-062280	12/09/2024 17:24:03	THE COVE   40 NICHOLSON CREEK RD, BREVARD	SHHELLY	INFORMATION   ROUTINE   D-UNABLE TO LOCATE (LAW)	wwhite	A1
2024-061579	12/05/2024 16:28:24	THE COVE   40 NICHOLSON CREEK RD, BREVARD	AT&T MOBILITY	DISTURBANCE CALL   ROUTINE   CLEAR	cgilbert	C1
2024-048327	09/19/2024 22:35:12	THE COVE   40 NICHOLSON CREEK RD, BREVARD	JAKE	ANIMAL CONTROL CALL   ROUTINE   CLEAR	pgilbert	1802
2024-015894	03/29/2024 18:07:59	THE COVE   40 NICHOLSON CREEK RD, BREVARD	AT&T MOBILITY	DISTURBANCE CALL   EMERGENCY   E-NO POLICE ACTION NEEDED	hfarmer	L203
2024-009199	02/20/2024 22:38:08	THE COVE   40 NICHOLSON CREEK RD, BREVARD	L305	SUSPICIOUS VEHICLE/PERSON   ROUTINE   CLEAR	etankersley	L305

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2024-002327	01/13/2024 14:02:56	THE COVE   40 NICHOLSON CREEK RD, BREVARD	ED SNIPES	DOMESTIC VIOLENCE   ROUTINE   G-REFERRED TO OTHER AGENCY	jworley	B3
2023-067921	12/08/2023 07:08:50	THE COVE   40 NICHOLSON CREEK RD, BREVARD	LISA SMTIH	AT&T MOBILITY   ADDITIONAL PROBLEM   EMERGENCY   PATIENT TRANSPORTED	ajohnson	D3
2023-059098	10/22/2023 19:23:10	THE COVE   40 NICHOLSON CREEK RD, BREVARD	ED SNIPES	SUSPICIOUS VEHICLE/PERSON   ROUTINE   INFORMATION ONLY	elandreth	C3
2023-032795	06/14/2023 21:20:07	THE COVE   40 NICHOLSON CREEK RD, BREVARD	L303	SUSPICIOUS VEHICLE/PERSON   ROUTINE   E-NO POLICE ACTION NEEDED	etankersley	L303
2023-017272	03/29/2023 18:02:34	THE COVE   40 NICHOLSON CREEK RD, BREVARD	D1	SUSPICIOUS VEHICLE/PERSON   ROUTINE   E-NO POLICE ACTION NEEDED	hfarmer	D1
2023-014721	03/17/2023 08:35:06	THE COVE   40 NICHOLSON CREEK RD, BREVARD	Daniel K Smith	MOTOR VEHICLE ACCIDENT   PPH   EMERGENCY   PATIENT TRANSPORTED	hfarmer	
2023-014188	03/14/2023 23:43:59	THE COVE   40 NICHOLSON CREEK RD, BREVARD	EZIKIEL	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   CLEAR	jworley	B3
2023-011149	02/27/2023 16:54:57	THE COVE   40 NICHOLSON CREEK RD, BREVARD	Heather @ Mendian	MENTAL SUBJECT   ROUTINE   G-REFERRED TO OTHER AGENCY	hfarmer	L305
2023-010584	02/24/2023 18:34:16	THE COVE   40 NICHOLSON CREEK RD, BREVARD	ed snipes	INVESTIGATION / FOLLOW UP   ROUTINE   C-VERBAL WARNING (LAW)	elowe	L105
2023-005303	01/26/2023 07:58:32	THE COVE   40 NICHOLSON CREEK RD, BREVARD	Oshields	OVERDOSE   EMERGENCY   PATIENT TRANSPORTED	hfarmer	M6

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2023-004389	01/23/2023 16:48:43	THE COVE   40 NICHOLSON CREEK RD, BREVARD	RICHARD	ACCIDENTAL 911   ROUTINE   CLEAR	cgilbert	
2023-003427	01/18/2023 17:28:06	THE COVE   40 NICHOLSON CREEK RD, BREVARD	ED SNIPES	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   CLEAR	ajohnson	L105
2023-000824	01/03/2023 21:58:40	THE COVE   40 NICHOLSON CREEK RD, BREVARD	D2	SERVING OR CHECKING WARRANTS   ROUTINE   D-UNABLE TO LOCATE (LAW)	elandreth	D2
2022-072244	12/30/2022 17:16:13	THE COVE   40 NICHOLSON CREEK RD, BREVARD	ED	SUSPICIOUS VEHICLE/PERSON   ROUTINE   PATIENT TRANSPORTED	elandreth	D3
2022-066876	12/04/2022 08:15:27	THE COVE   40 NICHOLSON CREEK RD, BREVARD	BRAD SNIPES	TRESPASSING   ROUTINE   CLEAR	elandreth	D3
2022-053524	09/26/2022 18:59:09	THE COVE   40 NICHOLSON CREEK RD, BREVARD	HOGAN, ANDREW	ASSIST ANOTHER AGENCY   ROUTINE   PS-PAPERS SERVED	gtinsley	L553
2022-031957	06/14/2022 15:54:23	THE COVE   40 NICHOLSON CREEK RD, BREVARD	B4	TRAFFIC STOP   ROUTINE   F-CITATION ISSUED (LAW)	jworley	B4
2022-018346	03/27/2022 13:15:02	THE COVE   40 NICHOLSON CREEK RD, BREVARD	D3	TRAFFIC STOP   ROUTINE   C-VERBAL WARNING (LAW)	ghill	D3
2022-007857	02/11/2022 01:34:12	THE COVE   40 NICHOLSON CREEK RD, BREVARD	A4	SUSPICIOUS VEHICLE/PERSON   ROUTINE   CLEAR	dhall	A4
2022-004803	01/24/2022 19:57:26	THE COVE   40 NICHOLSON CREEK RD, BREVARD	D1	INVESTIGATION / FOLLOW UP   ROUTINE   CLEAR	mbush	D1

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
		THE COVE   40 NICHOLSON CREEK RD, BREVARD	L202	TRESPASSING   ROUTINE   E-NO POLICE ACTION NEEDED	wwhite	L302
2022-002966	01/16/2022 08:05:06	THE COVE   40 NICHOLSON CREEK RD, BREVARD	ED@THE COVE	INFORMATION   ROUTINE   G-REFERRED TO OTHER AGENCY	jworley	1403
		THE COVE   40 NICHOLSON CREEK RD, BREVARD	Robert Frank	SICK CALL   ROUTINE   PATIENT TRANSPORTED	calquillo	07
2022-000018	01/01/2022 01:39:47	THE COVE   40 NICHOLSON CREEK RD, BREVARD	Ed Snipes	OVERDOSE   EMERGENCY   I- INFORMATION ONLY	hfarmer	M5
		THE COVE   40 NICHOLSON CREEK RD, BREVARD	Anthony	PAIN CALL   ROUTINE   PATIENT TRANSPORTED	wwhite	
2021-066495	12/23/2021 08:22:57	THE COVE   40 NICHOLSON CREEK RD, BREVARD	ED SNIPES	PUBLIC SERVICE   ROUTINE   CLEAR	dhall	L102
		THE COVE   40 NICHOLSON CREEK RD, BREVARD	BZ	SECURITY CHECK   ROUTINE   CLEAR	jworley	
2021-064947	12/15/2021 07:05:51	LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	chet peterson	DISTURBANCE CALL   ROUTINE   I- INFORMATION ONLY	ghill	L404
		LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	D4	TRAFFIC STOP   ROUTINE   CITATION ISSUED (LAW)	ghill	D4
2021-053534	10/13/2021 14:54:53	LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	C4	TRAFFIC STOP   ROUTINE   WC-WARNING CITATION ISSUED	etankersley	C4
		LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	C4	TRAFFIC STOP   ROUTINE   WC-WARNING CITATION ISSUED	etankersley	C4
2021-000390	01/03/2021 09:11:11	LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	ED SNIPS	SUSPICIOUS VEHICLE/PERSON   ROUTINE   D-UNABLE TO LOCATE (LAW)	mnorton	L403
		LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	EMILY LOVERY	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   E-NO POLICE ACTION NEEDED	jworley	L205
2020-052840	12/20/2020 03:16:00	LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	C3	SUSPICIOUS VEHICLE/PERSON   ROUTINE   I- INFORMATION ONLY	etankersley	C3
		40 NICHOLSON CREEK RD, BREVARD	MCKAYLA REESE @BOYS AND GIRLS CLUB	SUSPICIOUS VEHICLE/PERSON (10-60)   ROUTINE   CLEAR	jworley	
2020-034110	08/19/2020 10:42:17	LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	RICH TOBIN	DISABLED MOTORIST (10-89)   ROUTINE   I- INFORMATION ONLY	gtinsley	L302
		NICHOLSON CREEK RD / CASHIERS VALLEY RD BREVARD	spgallina	LIVESTOCK IN ROADWAY   ROUTINE   ASSIGNMENT COMPLETE (FIRE)	gtinsley	
2016-036751	09/23/2016 21:28:52	LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	BRENDA HAROLD W/ LIGHT AND HOPE MINISTRY	SUSPICIOUS VEHICLE/PERSON (10-60)   ROUTINE   D-UNABLE TO LOCATE (LAW)	jworley	L205

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
		LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	JUDY McCALL	REQUEST TO SPEAK WITH DEPUTY ROUTINE   CLEAR		
2016-026813	07/13/2016 21:10:43	LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	BRENDA HAROLD	SUSPICIOUS VEHICLE/PERSON (10-60)   ROUTINE   C-VERBAL WARNING (LAW)	ajohnson	L204
		LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	BRENDA	SUSPICIOUS VEHICLE/PERSON (10-60)   ROUTINE   D-UNABLE TO LOCATE (LAW)		
2016-021113	06/06/2016 15:42:44	LIGHT AND HOPE MINISTRY   40 NICHOLSON CREEK RD, BREVARD	VERIZON	MOTOR VEHICLE ACCIDENT / NO PI   ROUTINE   G-REFERRED TO OTHER AGENCY	rshuler	
		THE LOVE BAPTIST CHURCH   40 NICHOLSON CREEK RD, BREVARD	L401	TRAFFIC STOP (10-67)   ROUTINE   C- VERBAL WARNING (LAW)		

Total: 80

SAFE SHELTER

Transylvania County  
155 PUBLIC SAFETY WAY Brevard , NC 28712

CC:IncDate Between 07/15/2015 And 07/15/2025 AND tblIncLoc.OccNum = 515 AND  
tblIncLoc.DocStreet = BROAD ST AND tblIncLoc.OccDir = N AND tblIncLoc.CC\_Jurisdiction  
Default = Default

CFS History Search  
Basic Report

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2025-031004	07/15/2025 15:30:37	515 N BROAD ST, BREVARD	SAFE	DISTURBANCE CALL   ROUTINE   CALL CANCELED BY CALLER	cgilbert	MC1
2025-028368	06/29/2025 18:04:05	SAFE - WOMENS SHELTER   59 FOUR SEASONS PLZ, BREVARD	STACY WITH SAFE	MENTAL SUBJECT   ROUTINE   CLEAR	hlawton	
2025-024331	06/04/2025 18:03:34	515 N BROAD ST STE 1, BREVARD	RED OAK INTEGRATION-ANGIE	BURGLAR ALARM   ROUTINE   CLEAR	jworley	B1
2025-010672	03/12/2025 12:17:53	SAFE - WOMENS SHELTER   59 FOUR SEASONS PLZ, BREVARD	MAKENZIE WITH SAFE	ESCORT   ROUTINE   RESOLVED BY OTHER MEANS (PROPER ACTION ADVISED)	hlawton	L104
2025-000932	01/06/2025 15:17:43	515 N BROAD ST, BREVARD	L660	CODE 5/CIVIL PROCESS   ROUTINE   PS-PAPERS SERVED	wwhite	L660
2024-059788	11/23/2024 10:17:07	515 N BROAD ST STE 1, BREVARD	RED OAK INTIGRATIONS	BURGLAR ALARM   ROUTINE   FALSE ALARM (LAW)	driggs	D2
2024-052118	10/06/2024 13:52:46	515 N BROAD ST STE 1, BREVARD	SECURITY CENTRAL	BURGLAR ALARM   ROUTINE   CLEAR	jworley	B2
2024-046185	09/08/2024 03:03:45	515 N BROAD ST STE 1, BREVARD	DIANE	J (CONFIDENTIAL OR SENSITIVE CALL)   EMERGENCY   E-NO POLICE ACTION NEEDED	lmidgett	L105
2024-027353	05/30/2024 12:44:16	515 N BROAD ST STE 1, BREVARD	SECURITY CENTRAL	PANIC ALARM   ROUTINE   FALSE ALARM (LAW)	wwhite	D3
		515 N BROAD ST, BREVARD	NANCY	ALARM TROUBLE   ROUTINE   CLEAR		

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2024-021019	04/26/2024 12:31:01	515 N BROAD ST, BREVARD	MACKENZIE	TRESPASSING   ROUTINE   CALL CANCELED BY CALLER	lmidgett	
2024-017830	04/09/2024 13:41:06	515 N BROAD ST STE 1, BREVARD	ALARM COMPANY	PANIC ALARM   EMERGENCY   CLEAR	lmidgett	A11
2024-009684	02/23/2024 15:13:28	515 N BROAD ST, BREVARD	NADINE	DISTURBANCE CALL   ROUTINE   I- INFORMATION ONLY	dhall	D3
2023-066144	11/28/2023 15:57:21	515 N BROAD ST, BREVARD	NAYDEEN	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   CLEAR	pgilbert	B2
2023-059251	10/23/2023 17:58:30	515 N BROAD ST STE 1, BREVARD	7014-SECURITY CENTRAL	BURGLAR ALARM   ROUTINE   CALL CANCELED BY CALLER	dhall	C3
2023-057449	10/13/2023 16:23:18	515 N BROAD ST, BREVARD	tac2	LOCK OUT - LOCK IN   ROUTINE   AC- ASSIGNMENT COMPLETE (FIRE)	elowe	TAC2
2023-055523	10/03/2023 22:05:52	515 N BROAD ST, BREVARD	RED OAK	ALARM FIRE   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	etankersley	E24
2023-044374	08/11/2023 02:07:31	515 N BROAD ST, BREVARD	RED OAK	ALARM FIRE   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	gtinsley	E2
2023-032933	06/15/2023 14:28:48	515 N BROAD ST, BREVARD	L204	SERVING OR CHECKING WARRANTS   ROUTINE   PS-PAPERS SERVED	jworley	L204
2023-028411	05/23/2023 17:46:17	515 N BROAD ST, BREVARD	Security Central	BURGLAR ALARM   ROUTINE   CLEAR	hfarmer	D3
2023-024228	05/02/2023 17:10:49	515 N BROAD ST, BREVARD	MIA	JUVENILE DISTURBANCE   ROUTINE   I- INFORMATION ONLY	wwhite	A3

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2023-022546	04/24/2023 15:26:41	515 N BROAD ST, BREVARD	TAYLOR, NIA	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   G-REFERRED TO OTHER AGENCY	gtinsley	C2
2023-011692	03/02/2023 10:35:45	515 N BROAD ST, BREVARD	sharon	SUSPICIOUS VEHICLE/PERSON   ROUTINE   D-UNABLE TO LOCATE (LAW)	elowe	C1
2023-008482	02/02/2023 21:48:55	515 N BROAD ST, BREVARD	Security Central	BURGLAR ALARM   EMERGENCY   PS-PAPERS SERVED	hfarmer	D3
2022-059505	10/27/2022 00:07:38	515 N BROAD ST, BREVARD	Christy- Security Central	BURGLAR ALARM   EMERGENCY   CLEAR	hfarmer	D3
2022-053446	08/26/2022 12:43:56	515 N BROAD ST 1, BREVARD	COMPORIUM SECURITY	PANIC ALARM   ROUTINE   DUPLICATE CALL	ajohnson	
2022-051040	09/14/2022 12:54:49	515 N BROAD ST, BREVARD	SHARON	SUSPICIOUS VEHICLE/PERSON   ROUTINE   E-NO POLICE ACTION NEEDED	gtinsley	C3
2022-049961	09/09/2022 13:23:51	515 N BROAD ST, BREVARD	WINDY HELLSTROM	REPORT   ROUTINE   I-INFORMATION ONLY	mnorton	MC1
2022-045433	08/18/2022 16:03:50	515 N BROAD ST, BREVARD	EATON, BRYNN	SECURITY CHECK   ROUTINE   CLEAR	gtinsley	
2022-043410	08/08/2022 17:54:46	515 N BROAD ST, BREVARD	KAITLYNN @ SAFE	DSS CALL   ROUTINE   G-REFERRED TO OTHER AGENCY	pgilbert	
2022-042657	08/04/2022 21:10:14	515 N BROAD ST, BREVARD	KELEE	ESCORT   ROUTINE   CLEAR	khatter	B4
2022-039057	07/18/2022 04:18:22	515 N BROAD ST, BREVARD	sec	BURGLAR ALARM   ROUTINE   E-NO POLICE ACTION NEEDED	cgilbert	A4

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2022-037081	07/15/2022 12:26:10	515 N BROAD ST 7, BREVARD	SEC CEN	BURGLAR ALARM   EMERGENCY   I- INFORMATION ONLY	mnorton	C3
2022-037081	07/08/2022 16:34:46	515 N BROAD ST STE 1, BREVARD	SEC CENTRAL	BURGLAR ALARM   ROUTINE   FALSE ALARM (LAW)	elandreth	C3
2022-033091	07/15/2022 12:31:16	515 N BROAD ST 1, BREVARD	7030-SECURITY CENTRAL	PANIC ALARM   ROUTINE   CLEAR	dmg	C303
2022-033091	06/19/2022 19:50:41	SAFE   515 N BROAD ST, BREVARD	KEELY	SUSPICIOUS VEHICLE/PERSON   ROUTINE   D-UNABLE TO LOCATE (LAW)	dhall	A1
2022-029425	06/01/2022 19:01:09	515 N BROAD ST, BREVARD	SECURITY CENTRAL	BURGLAR ALARM   ROUTINE   CLEAR	dhall	A2
2022-029425	06/01/2022 19:01:09	515 N BROAD ST, BREVARD	A2	TRAFFIC STOP   ROUTINE   F-CITATION ISSUED (LAW)	dhall	A2
2022-023981	06/05/2022 17:28:43	515 N BROAD ST 1, BREVARD	SECURITY CENTRAL	BURGLAR ALARM   ROUTINE   FALSE ALARM (LAW)	mnorton	A3
2022-023981	06/05/2022 17:28:43	515 N BROAD ST 1, BREVARD	TEESIE STANTON	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   I- INFORMATION ONLY	mnorton	A3
2022-021742	04/24/2022 21:12:20	SAFE   59 FOUR SEASONS PLZ, BREVARD	KATLYN	SICK CALL   ROUTINE   PATIENT TRANSPORTED	ajohnson	A3
2022-021742	04/24/2022 21:12:20	SAFE   59 FOUR SEASONS PLZ, BREVARD	JOANNA GURGANUS	ESCORT   ROUTINE   CLEAR	ajohnson	A3
2022-015184	03/21/2022 17:05:11	515 N BROAD ST, BREVARD	ELIZABETH WALKER	ESCORT   ROUTINE   E-NO POLICE ACTION NEEDED	stilson	D2
2022-015184	03/21/2022 17:05:11	515 N BROAD ST, BREVARD	KATELYNN	DSS CALL   ROUTINE   G-REFERRED TO OTHER AGENCY	stilson	D2
2022-011358	03/02/2022 00:28:33	515 N BROAD ST, BREVARD	stille	SUSPICIOUS VEHICLE/PERSON   ROUTINE   D-UNABLE TO LOCATE (LAW)	ghill	D2
2022-011358	03/02/2022 00:28:33	515 N BROAD ST, BREVARD	security central	BURGLAR ALARM   ROUTINE   I- INFORMATION ONLY	ghill	D2
2022-007409	02/08/2022 22:17:25	515 N BROAD ST 1, BREVARD	DAISHA SECURITY CENTRAL	BURGLAR ALARM   ROUTINE   E-NO POLICE ACTION NEEDED	dhall	A4
2022-007409	02/08/2022 20:44:26	515 N BROAD ST 1, BREVARD	7101-SECURITY CENTRAL	BURGLAR ALARM   ROUTINE   CLEAR	dhall	A4
2021-066820	12/25/2021 01:53:28	515 N BROAD ST, BREVARD	A2	BURGLAR ALARM   ROUTINE   E-NO POLICE ACTION NEEDED	ghill	D3
2021-066820	12/25/2021 01:53:28	515 N BROAD ST, BREVARD	diane mckinney	REQUEST TO SPEAK WITH AN OFFICER   ROUTINE   I- INFORMATION ONLY	ghill	D3
2021-066820	12/25/2021 01:53:28	515 N BROAD ST, BREVARD	SHARON	SUSPICIOUS VEHICLE/PERSON   EMERGENCY   D-UNABLE TO LOCATE (LAW)	ghill	D3

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2021-053291	10/12/2021 13:30:20	515 N BROAD ST, BREVARD	SHARON	MOTOR VEHICLE ACCIDENT / NO PI   ROUTINE   WC-WARNING CITATION ISSUED	elandreth	C4
2021-045076	08/31/2021 09:22:50	515 N BROAD ST, BREVARD	SHARON	BURGLAR ALARM   ROUTINE   CLEAR	elowe	C4
2021-036460	07/18/2021 16:31:31	515 N BROAD ST, BREVARD	SEC CENTRAL	BURGLAR ALARM   ROUTINE   CLEAR	calquiza	D1
2021-026414	05/27/2021 16:45:27	515 N BROAD ST, BREVARD	WALHALLA PD	SECURITY CHECK   ROUTINE   INFORMATION ONLY	calquiza	D1
2021-023854	05/14/2021 13:21:41	515 N BROAD ST, BREVARD	KATLYN	MENTAL SUBJECT   ROUTINE   REFERRED TO OTHER AGENCY	mgiles	C3
2021-020603	04/26/2021 16:39:38	515 N BROAD ST, BREVARD	SECURITY CENTRAL	BURGLAR ALARM   ROUTINE   FALSE ALARM (LAW)	mgiles	C1
2021-012166	03/12/2021 00:34:29	515 N BROAD ST, BREVARD	SECURITY CENTRAL	BURGLAR ALARM   ROUTINE   CLEAR	ajohnson	A2
2021-004210	01/25/2021 15:57:51	59 FOUR SEASONS PLZ, BREVARD	STEPHANIE HAGAN	DIFFICULTY BREATHING   EMERGENCY   PATIENT TRANSPORTED	ktaylor	M5
2020-027182	07/04/2020 19:22:22	515 N BROAD ST, BREVARD	SECURITY CENTRAL	PANIC ALARM   ROUTINE   FALSE ALARM (LAW)	wwhite	C1
2020-001452	01/10/2020 11:12:15	515 N BROAD ST, BREVARD CITY	TRACY	SECURE CALL   EMERGENCY   PATIENT TRANSPORTED	calquiza	M2
2019-038900	09/08/2019 08:42:55	515 N BROAD ST, BREVARD CITY	VERIZON	PAIN CALL   ROUTINE   PATIENT TRANSPORTED	etankersley	M2
				ASSAULT WITH/WITHOUT WEAPON   ROUTINE   A-REPORT TAKEN (LAW)		
				911 POLICE   ROUTINE   G-REFERRED TO OTHER AGENCY		

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2019-037734	08/30/2019 08:55:19	515 N BROAD ST, BREVARD CITY	ANON	911 DUPLICATE   ROUTINE   DUPLICATE CALL	pgilbert	
2019-037733	08/30/2019 08:55:22	515 N BROAD ST, BREVARD CITY	LANE SMITH	MOTOR VEHICLE ACCIDENT / NO PI   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	jworley	E21
2019-035012	08/12/2019 17:38:09	515 N BROAD ST, BREVARD CITY	LANE	911 POLICE   ROUTINE   G-REFERRED TO OTHER AGENCY	pgilbert	
2019-008519	02/26/2019 09:03:29	59 FOUR SEASONS PLZ, BREVARD CITY	SAFE	FALL WITH INJURY   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	sdill	M2
2019-008087	02/23/2019 13:36:22	370 S BROAD ST, BREVARD CITY	GINA	UNCONSCIOUS/UNRESPONSIVE   EMERGENCY   NO EMS TRANSPORT	gtinsley	S31
2018-043278	10/26/2018 13:10:21	515 N BROAD ST, BREVARD CITY	EVETTE WSAFE	REPORT   ROUTINE   A-REPORT TAKEN (LAW)	jworley	L202
2018-021882	06/05/2018 15:40:10	515 N BROAD ST 2, BREVARD CITY	C21	PUBLIC SERVICE   ROUTINE   AC-ASSIGNMENT COMPLETE (FIRE)	mnorton	C21
2018-004862	02/05/2018 10:39:42	515 N BROAD ST, BREVARD CITY	ADT	PANIC ALARM   ROUTINE   G-REFERRED TO OTHER AGENCY	sdill	
2017-050168	12/26/2017 15:36:46	515 N BROAD ST, BREVARD CITY	JENNIFER WSAFE	DSS CALL   ROUTINE   G-REFERRED TO OTHER AGENCY	jworley	
2017-009688	03/14/2017 14:05:25	515 N BROAD ST, BREVARD CITY	MICHELE	911 CALL   ROUTINE   G-REFERRED TO OTHER AGENCY	calquiza	
2016-004202	01/31/2016 03:21:50	515 N BROAD ST, BREVARD CITY	L403	TRAFFIC STOP (10-61)   ROUTINE   C-VERBAL WARNING (LAW)	wwhite	L403

CFS #	Create When	Location	Caller	CallType   Priority   Disposition	User	Primary Unit
2015-040797	10/26/2015 16:28:43	515 N BROAD ST, BREVARD CITY	DAVID SHEPARD	DIABETIC PATIENT   EMERGENCY   AC-ASSIGNMENT COMPLETE (FIRE)	calquiza	318
<b>Total: 123</b>						



# CITY of BREVARD

The mission of the City of Brevard is to promote a high quality of life, support economic prosperity, and cultivate community while honoring its heritage and culture.

June 9, 2025

## **Administrative Zoning Determination for The Haven**

### **Re: Zoning Classification of Proposed Use at 107 S. Johnson Street, SUP-25-002**

Dear Mr. Whitfield-Cargile,

Thank you for your letter requesting an administrative zoning determination regarding the proposed use of the property located at 107 S. Johnson Street. After a thorough review of the Brevard Unified Development Ordinance (UDO), and the information provided in your letter dated June 5, 2025, I offer the following analysis and zoning determination:

#### **Summary of Proposed Use**

The Haven proposes operating transitional housing for previously homeless individuals at 107 S. Johnson Street. The site will house up to five residents, who will receive various support services including housing stability assistance and access to essential services, with the ultimate goal of transitioning each resident into permanent independent living. Residents will be screened and referred by The Haven and will not arrive via walk-in or transient access. While the structure will include private or semi-private rooms and shared living areas, services will be provided onsite to assist residents in their recovery and transition from homelessness.

#### **Applicable Definitions from the UDO**

Section 3.5.2(A)(1) of the UDO defines "Group Living" and includes the subcategory of "Rooming or Boarding House", which is defined as:

“Short or long-term accommodations that serve a specific group or membership such as a dormitory, fraternity or sorority house, or similar accommodations, or single room occupancy units that may provide a number of related services including, but not limited to housekeeping, meals, and laundry services; excludes hotels, motels, inns, bed and breakfasts, and short-term rentals.”

Section 3.5.3(C)(1) provides the definition of "Shelter", which is:

“A nonprofit, charitable, or religious organization providing boarding and/or lodging and ancillary services on its premises primarily to persons temporarily in crisis such as those experiencing family violence, natural disaster, fire, economic distress, neighborhood violence, and homelessness.”

### **Analysis and Determination**

The classification as a "rooming or boarding house" fails to account for the central role of services and purpose of the facility as compared to the definitional elements of a shelter. Four key factors support classifying the proposed use as a "shelter" under the UDO:

#### **1. Primary Client Population: Persons in Crisis**

The UDO defines a shelter as a facility that provides services to “persons temporarily in crisis such as those experiencing... homelessness.” The Haven explicitly states that all residents at 107 S. Johnson will be formerly homeless individuals transitioning to stability. Although they may no longer be in immediate crisis at the point of entry, their eligibility for the program stems directly from their prior state of homelessness, a circumstance explicitly listed in the UDO’s definition of "shelter." The mere change in condition from “currently homeless” to “formerly homeless” does not remove the individual from the scope of the intended population served by a shelter under the UDO. A “transitional” phase is an integral part of the crisis recovery continuum and squarely within the scope of services contemplated for shelters.

#### **2. Provision of On-Site Services**

The Haven will provide rehabilitative support services, including case management and transitional assistance, as a core part of the operations at 107 S. Johnson. The UDO distinguishes "shelters" by their dual function of providing boarding/lodging and ancillary services. While "rooming or boarding houses" may offer incidental services such as meals or housekeeping, the primary purpose of those facilities is residential lodging and not the delivery of social services.

Based on my conversations with Emily Lowery, the Executive Director of The Haven, statements made by other associates of The Haven during the public engagement meeting on May 29, 2025, the Special Use Permit application dated April 17, 2025 and your letter dated June 5, 2025, I have determined the Haven is not offering a conventional housing product, but instead a service-oriented intervention aimed at vulnerable populations. This aligns far more closely with the functional and definitional intent of a shelter, rather than that of a boarding or rooming house directed at private membership facility.

### **3. Nonprofit Model**

The UDO explicitly identifies nonprofit or charitable organizations as the expected operators of shelters. The Haven's organizational structure and mission fall directly into this category. By contrast, rooming or boarding houses are typically understood to be residential uses with no affiliation to nonprofit operations. Although not specified in the UDO, a commonly accepted element of defining rooming or boarding house includes providing housing to members for compensation.

### **4. Intent of the Ordinance and Precedent**

The argument made in your letter invokes judicial canons favoring free use of land. While that principle is a valid rule of interpretation, it does not override clear and applicable definitions in the ordinance. When a use is specifically enumerated and clearly defined, it should be applied as written. The UDO provides an unambiguous definition of "shelter", which captures the proposed use more directly than the broader and more generic definition of "rooming or boarding house." In consultation with the City Attorney, case law does not require choosing the most permissive classification simply because two might apply; rather, the more accurate and specific fit must prevail. The "shelter" category is tailored to the type of transitional use, client population, and service The Haven proposes.

### **Zoning Administrator's Conclusion**

Based on the intent, function, and operational model described in the Haven's SUP submission, the proposed use at 107 S. Johnson Street is more accurately classified as a "Shelter" under the City of Brevard UDO. While the facility shares certain physical or logistical characteristics with a rooming or boarding house, the mission-driven, service-oriented, and crisis-response nature of the operation places it within the definition of a shelter, as codified in Section 3.5.3(C)(1). Accordingly, a Special Use Permit is required to operate the proposed use at this location.

Please feel free to contact me if you have additional questions or wish to discuss the matter further.

Sincerely,



Paul C. Ray

Planning Director

City of Brevard

(828) 885-5630



The City of  
**Brevard**  
North Carolina

City of Brevard Planning Department  
95 West Main Street  
Brevard, North Carolina 28712  
Phone (828) 885-5630  
Fax (828) 885-5625  
cityofbrevard.com

SUP File # SUP-25-002

**APPLICATION FOR SPECIAL USE PERMIT (SUP)**  
**BREVARD BOARD OF ADJUSTMENT**

**Applicant/Agent:**

Name The Haven of Transylvania County

Mailing Address \_\_\_\_\_

City/State/Zip Code P.O. Box 25, Brevard, NC 28712

Telephone Number 828.877.2040 Email Address admin@havenoftc.org

# 7

**Property Owner (if different from the applicant):**

Name The Children's Center

Address 95 S. Johnson St.

City/State/Zip Code Brevard, NC 28712

Telephone Number 828.885.7286 Email Address sherri.childrenscenter@gmail.com

**Property information:** The following information is required to provide the necessary information to process the Special Use Permit application:

**Address of requested site:** 107 S. Johnson St.

**Transylvania County Property Identification # (PIN):** 8586-50-5093-000

**Request SUP as permitted in Unified Development Ordinance Section(s):**  
\_\_\_\_\_

**Proposed Special Use to Allow:** Women's transitional shelter

**Zoning District:** General Residential-8 **Located within City Limits? (Y/N)** Y

**Flood Hazard Area? (Y/N):** N

Special Use permits add flexibility to the Land Development Code. Subject to high standards of planning and design, certain property uses may be allowed in several districts where these uses would not otherwise be acceptable. By means of controls exercised through the special use permit procedures, property uses which would otherwise be undesirable in certain districts can be developed to minimize any adverse effects they might have on surrounding properties.

Authority to grant Special Use Permits is found in 16.8 of the City of Brevard's Unified Development Ordinance pursuant to North Carolina General Statute's 160D-406. The Unified Development Ordinance requires that the Brevard Board of Adjustment, when granting a Special Use Permit must find that all three (3) of the following factors found in UDO Chapter 16.8.C.3 exist. In the spaces provided below, indicate the facts that you intend to show and the arguments that you intend to convince the Brevard Board of Adjustment that it can properly reach the three (3) required conclusions:

1. The use meets all requirements and specifications of the ordinance and any adopted land use plans and is in harmony with the general purpose and intent and preserves its spirit.
2. The proposed use or structure will, if developed according to the plan submitted and approved, be visually and functionally compatible to the surrounding area; and
3. The proposed use or structure will not be injurious to the public health, safety, and welfare, and will not be detrimental to the value of adjoining property and associated uses.

---

In the spaces provided below, indicate the facts that you intend to show and the arguments that you intend to convince the Brevard Board of Adjustment that it can properly reach the three (3) required conclusions:

**SEE ATTACHMENTS**

1. That the use meets all requirements and specifications of the ordinance and any adopted land use plans and is in harmony with the general purpose and intent and preserves its spirit.
  
  
  
  
  
  
  
  
  
  
2. That the proposed use or structure will, if developed according to the plan submitted and approved, be visually and functionally compatible to the surrounding area.

3. That the proposed use or structure will not be injurious to the public health, safety, and welfare, and will not be detrimental to the value of adjoining property and associated uses.

The following must be included with the Application:

1. Site Plan
2. Listing of names and mailing address of all property owners within two-hundred feet (200') from the boundaries of the property in question.
3. Application filing fee \$250.00 - Zoning

Signature of Property Owner: Roberta Hallinan Date: <sup>PH</sup> ~~\$~~ 4/17/25

Signature of Applicant/Agent: Emily Bowers Date: 4/17/25

Please refer to the City of Brevard Planning Department Board of Adjustment Category III Application Timeline for Special Use Permit.

SPECIAL USE PERMIT REQUEST TO BE HEARD BY BOA ON: June 3, 2025

## Attachment to SUP

We respectfully submit this zoning application to request a Special Permit Use for the establishment of a dedicated women's shelter that will serve as a critical resource for our community. Our organization is committed to bridging the gap between homelessness and permanent housing for both families and individuals by providing safe, transitional shelter and essential support services.

At present, we house both men and women in a shared facility. While this has allowed us to meet immediate needs, it is far from ideal—especially for our female guests, who currently make up nearly half of our population. Many of these women are overcoming traumatic circumstances. A dedicated women's shelter will provide the safety, dignity, and focused support they need to heal, grow, and take the next steps toward lasting independence.

Our vision is to eliminate homelessness in our county and surrounding areas—creating lasting change, one guest at a time. By opening a shelter designed specifically for women, we aim to provide a nurturing and empowering environment that truly supports their journey from crisis to stability. We are deeply committed to working collaboratively with local officials, service providers, and community members to ensure that this project meets both urgent needs and long-term goals.

---

Question 1: That the use meets all requirements and specifications of the ordinance and any adopted land use plans and is in harmony with the general purpose and intent and preserves its spirit.

**Our proposed women's supportive and transitional shelter fully complies with all UDO zoning requirements, land use regulations, and the broader goals outlined in any adopted land use plans as defined below:**

**Chapter 2.2.A.1 permitted uses for social services such as shelters are allowed with a SUP.**

**Chapter 3.5.3.C. Shelter is defined as** A nonprofit, charitable, or religious organization providing boarding and/or lodging and ancillary services on its premises primarily to persons temporarily in crisis such as

those experiencing family violence, natural disaster, fire, economic distress, neighborhood violence, and homelessness.

**Specifically, The Haven and this Women's Shelter:**

- **Meets All Ordinance Requirements:** The supportive and transitional shelter will operate within the zoning district's allowed uses (or as a permitted special use), following all setbacks, parking, safety, and occupancy standards required by the ordinance.
- **Is In Harmony with the Land Use Plan:** The supportive and transitional shelter supports key priorities in the comprehensive plan—such as increasing housing stability, promoting public health, and addressing the needs of underserved populations.
- **Preserves the Spirit and Intent of the Ordinance:** At its core, zoning aims to protect health, safety, and welfare. Our shelter does exactly that by reducing homelessness, promoting safety for vulnerable women, and offering structured, well-managed services that strengthen—not strain—the surrounding area.

This use is not only compatible with the existing fabric of the community—it is a compassionate, responsible, and thoughtful response to a pressing need, delivered in a way that respects neighbors, adheres to policy, and uplifts the whole community.

In November 2021, City Council held an affordable-housing summit to reaffirm its commitment to address the local housing crisis. Since then, housing affordability has become even more of a crisis, leading to an increase in the need to help those who have found their way into homelessness. In addition, the City of Brevard has proactively been taking steps to remove regulatory barriers to housing that existed within the City's zoning and development regulation. During one of the more recent summits, housing was identified as the most important goal for the future of Brevard, specifically, "Expand housing opportunities for all residents while preserving the character of Brevard and its neighborhoods."

Since 2011, The Haven has successfully operated shelters within the city limits of Brevard without any documented disruptions to the surrounding community. Our existing shelters are governed by strict rules and regulations that all residents must follow. The use of drugs is strictly prohibited, and drug testing is conducted as needed to ensure compliance. These facilities are not walk-in shelters, but supportive and transitional housing programs designed to offer longer-term aid.

Our goal is to help individuals stabilize their lives, access essential services, and ultimately transition into permanent housing and a brighter future.

Question 2 - That the proposed use or structure will, if developed according to the plan submitted and approved, be visually and functionally compatible to the surrounding area.

**The proposed use will not alter the visual character of the property and will remain fully compatible with the surrounding neighborhood.**

There will be **no changes to the exterior** of the structure or the property itself. The building will retain its current residential appearance, maintaining harmony with neighboring homes and preserving the overall streetscape.

All planned renovations are **entirely interior**, and include:

- **A completely upgraded kitchen** with modern appliances such as an induction stove and washer/dryer,
- **Modest repairs** to improve safety and comfort, and
- **Fresh paint** throughout to create a welcoming, clean environment for residents.

Functionally, the transitional shelter will operate quietly and respectfully, with no increase in traffic or activity beyond what would be expected of a typical residence.

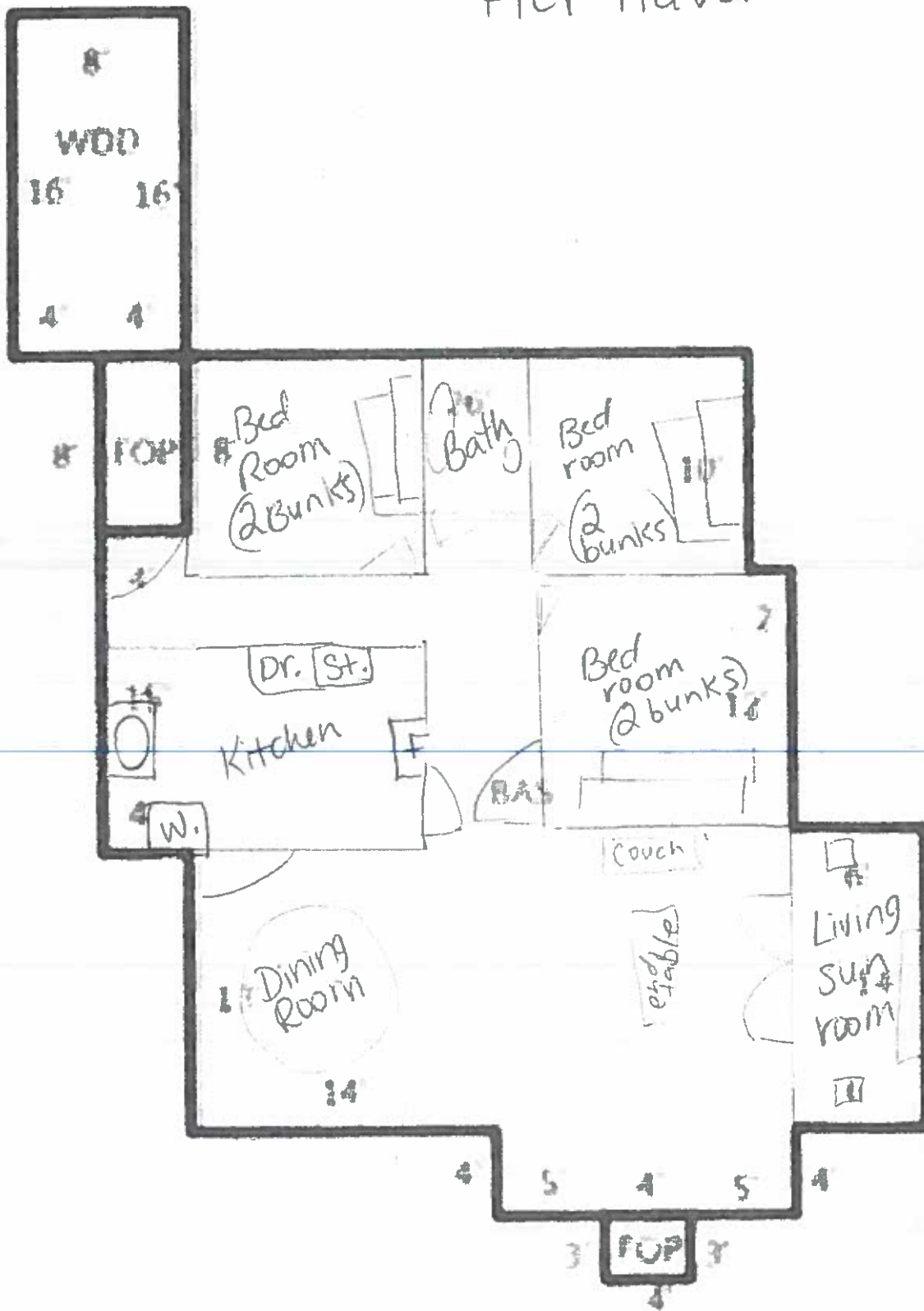
**In every way—visually, operationally, and in spirit—the shelter is designed to integrate seamlessly into the neighborhood.**

Answer to question 3 - That the proposed use or structure will not be injurious to the public health, safety, and welfare, and will not be detrimental to the value of adjoining property and associated uses.

### **1. Professional Management & Careful Design**

Our shelter will be professionally managed, thoughtfully maintained, and intentionally designed to blend into the neighborhood. It is not a walk in shelter but rather a safe, clean, and secure place where women can regain stability.

# "Her Haven"



## Whitfield-Cargile Law, PLLC

---

Davis A. Whitfield-Cargile, Attorney  
23 S. Broad Street, Suite 204  
Brevard, North Carolina 28712  
davis@whitfieldcargilelaw.com  
828-884-4529  
828-884-4528 (fax)

June 5, 2025  
**VIA HAND DELIVERY**

Paul Ray  
Planning Director  
City of Brevard  
95 East Main Street  
Brevard, NC 28712

Re: The Haven, 107 S. Johnson Street

Dear Paul:

As you know I represent The Haven with respect to their efforts to provide transitional housing to previously homeless persons on property they lease at 107 S. Johnson Street. They previously submitted an Application for a Special Use Permit to operate a shelter at 107 S. Johnson Street. However, it is clear to me that their intended use is not a shelter as that term is utilized in The City of Brevard UDO. Therefore, the purpose of this letter is to request an administrative zoning determination that their proposed use is a Rooming or Boarding Home as those phrases are defined in §§ 3.5.2 UDO, a use which is permitted by right in the zoning district for 107 S. Johnson Street.

### Narrative Description of Proposed Use

The Haven seeks to operate short- and long-term housing for up to 5 residents in the existing home at 107 S. Johnson Street ("107 S. Johnson"). The Haven will conduct an interior renovation to make the residential space conducive to the residents' living arrangements and to facilitate the provision of services to the applicants to assist the residents in their rehabilitation from their previous status as homeless to independent living. As set forth in the sketch previously submitted to your office, there will be private bedrooms (up to two beds in some rooms) and shared common areas (kitchen, dining, living, laundry). Residents will receive support services to help them grow towards independence by helping them attain stability in their lives, access to essential services, and ultimately transition into permanent housing.

The residents who will reside at 107 S. Johnson Street will be screened and vetted through The Haven's administrative offices at 240 S. Caldwell Street and 126 Oakdale Street, Brevard, NC and offered long term housing at 107 S. Johnson. The transitional housing offered at 107 S. Johnson Street will be the residents' residence during the time they reside at 107 S. Johnson Street. As such, they will not be "homeless" while residing at 107 S. Johnson. Once the residents at 107 S. Johnson no longer need the support services offered by The Haven, or once an individual no longer resides at 107 S. Johnson, he or she will move to another location. The mission for 107 S. Johnson is for residents, when they move out, to be prepared to independently reside somewhere else without the support and rehabilitative services offered by The Haven at 107 S. Johnson.

There will be no signage advertising the nature of the residents at 107 S. Johnson. Because the residents of 107 S. Johnson will call 107 S. Johnson home for the duration of their residency, the home will function similarly to any other home in the City of Brevard. This is where they will live. They will be able to send and receive mail, prepare meals as they please, keep their clothing and other personal effects, take showers and use the bath facilities as they please, wash laundry as they please, and otherwise treat it as their home for the duration of their residency.

For purposes of determining whether this proposed facility is a “boarding house,” a “group care facility,” or a “shelter” for purposes of the UDO, it is important to start with the well established maxim that the courts “will resolve any well-founded doubts about a [land use ordinance’s] provision’s meaning in favor of ‘the free use of land.’” Schooldev East, LLC v. Town of Wake Forest, 386 N.C. 775, 909 S.E.2d 181 (2024) (quoting Westminster Homes, Inc. v. Town of Cary Zoning Bd. Of Adjustment, 354 N.C. 298, 308, 554 S.E.2d 634 (2001)). This is because the public policy of North Carolina has long encouraged “the free and unrestricted use and enjoyment of land.” Id. (quoting Kirby v. N.C. Dep’t of Transp., 368 N.C. 847, 852, 786 S.E.2d 919 (2016) (cleaned up) and highlighting that this policy” advances our state’s enduring commitment to property rights, which are as old as our state) N.C. Const. of 1776, Declaration of Rights § XII; Bayard v. Singleton, 1 N.C. (Mart.) 5, 9 (1787)).

Because 107 S. Johnson will be the home of the residents during the duration of their stay at 107 S. Johnson, it best qualifies as “group living” under Section 3.5.2 of the UDO. “Group living” is defined as:

Residential occupancy of a structure by a group of people that do not meet the definition of household living. Generally, group living facilities have a common eating area for residents and residents may receive care or training. Group living includes the following uses:

- a. Family care home;
- b. Housing services for the elderly; and
- c. Rooming or boarding house.”

UDO § 3.5.2(A)(1). That is exactly what 107 S. Johnson will entail—a group of up to five people living together, sharing common spaces such as eating areas and bathroom at 107 S. Johnson. The definition of “Rooming or boarding house” also fits 107 S. Johnson:

Short or long-term accommodations that serve a specific group or membership such as a dormitory, fraternity or sorority house, or similar accommodations, or single room occupancy units that may provide a number of related services including, but not limited to housekeeping, meals, and laundry services; excludes hotels, motels, inns, bed and breakfasts, and short-term rentals.

UDO § 3.5.2(D)(1). The Haven will provide residents of 107 S. Johnson with support and other related services as they transition from having been homeless prior to their residency at 107 S. Johnson to living independently and obtaining permanent housing after they leave their residence at 107 S. Johnson.

My clients originally submitted a Special Use Permit application because they often use the phrase "transitional shelter." Accordingly, they assumed that the term "shelter" fit the bill. But it is clear that the phrase "shelter" is not apt for describing transitional housing from a UDO standpoint. The definition of Shelter is as follows:

A nonprofit, charitable, or religious organization providing boarding and/or lodging and ancillary services on its premises primarily to persons temporarily in crisis such as those experiencing family violence, natural disaster, fire, economic distress, neighborhood violence, and homelessness.

UDO § 3.5.3(C)(1). This is not a shelter in the sense envisioned by the UDO. A traditional "shelter" serves persons in times of crisis and is available on a transient or walk-up basis. It offers immediate and short-term shelter for individuals who are homeless, with sleeping arrangements often in a congregate setting. Shelters are designed to provide a safe haven during a crisis, often offering essential services like meals and other additional support. 107 S. Johnson Street is not that. 107 S. Johnson Street will not offer lodging to "persons primarily in crisis." A traditional shelter also typically has a much higher capacity than 5 residents. A shelter typically offers beds in a congregate setting instead of the individual bedrooms that the residents of 107 S. Johnson will have. 107 S. Johnson will cater to persons who are no longer in the crisis stage of homelessness. The residents of 107 S. Johnson will be persons who have transitioned or are rehabilitating from homelessness to persons living in a residential setting.

We do not think it is a close call. This is a rooming or boarding house. However, to the extent that there is overlap between a "rooming house or boarding house" and a "shelter," the public policy of North Carolina and the rules of interpretation of an ordinance require that the ambiguity be resolved in the favor of the free use of land.

Accordingly, my clients request a formal administrative zoning determination that the transitional housing they intend to operate at 107 S. Johnson Street is a "rooming or boarding house" which is permitted by right. Please let me know if you need anything further from my client.

I remain,

Very truly yours,

  
Davis A. Whitfield-Cargile

Enclosures as stated



# CITY of BREVARD

The mission of the City of Brevard is to promote a high quality of life, support economic prosperity, and cultivate community while honoring its heritage and culture.

June 9, 2025

## **Administrative Zoning Determination for The Haven**

### **Re: Zoning Classification of Proposed Use at 107 S. Johnson Street, SUP-25-002**

Dear Mr. Whitfield-Cargile,

Thank you for your letter requesting an administrative zoning determination regarding the proposed use of the property located at 107 S. Johnson Street. After a thorough review of the Brevard Unified Development Ordinance (UDO), and the information provided in your letter dated June 5, 2025, I offer the following analysis and zoning determination:

#### **Summary of Proposed Use**

The Haven proposes operating transitional housing for previously homeless individuals at 107 S. Johnson Street. The site will house up to five residents, who will receive various support services including housing stability assistance and access to essential services, with the ultimate goal of transitioning each resident into permanent independent living. Residents will be screened and referred by The Haven and will not arrive via walk-in or transient access. While the structure will include private or semi-private rooms and shared living areas, services will be provided onsite to assist residents in their recovery and transition from homelessness.

#### **Applicable Definitions from the UDO**

Section 3.5.2(A)(1) of the UDO defines "Group Living" and includes the subcategory of "Rooming or Boarding House", which is defined as:

“Short or long-term accommodations that serve a specific group or membership such as a dormitory, fraternity or sorority house, or similar accommodations, or single room occupancy units that may provide a number of related services including, but not limited to housekeeping, meals, and laundry services; excludes hotels, motels, inns, bed and breakfasts, and short-term rentals.”

Section 3.5.3(C)(1) provides the definition of "Shelter", which is:

“A nonprofit, charitable, or religious organization providing boarding and/or lodging and ancillary services on its premises primarily to persons temporarily in crisis such as those experiencing family violence, natural disaster, fire, economic distress, neighborhood violence, and homelessness.”

### **Analysis and Determination**

The classification as a "rooming or boarding house" fails to account for the central role of services and purpose of the facility as compared to the definitional elements of a shelter. Four key factors support classifying the proposed use as a "shelter" under the UDO:

#### **1. Primary Client Population: Persons in Crisis**

The UDO defines a shelter as a facility that provides services to “persons temporarily in crisis such as those experiencing... homelessness.” The Haven explicitly states that all residents at 107 S. Johnson will be formerly homeless individuals transitioning to stability. Although they may no longer be in immediate crisis at the point of entry, their eligibility for the program stems directly from their prior state of homelessness, a circumstance explicitly listed in the UDO’s definition of "shelter." The mere change in condition from “currently homeless” to “formerly homeless” does not remove the individual from the scope of the intended population served by a shelter under the UDO. A “transitional” phase is an integral part of the crisis recovery continuum and squarely within the scope of services contemplated for shelters.

#### **2. Provision of On-Site Services**

The Haven will provide rehabilitative support services, including case management and transitional assistance, as a core part of the operations at 107 S. Johnson. The UDO distinguishes "shelters" by their dual function of providing boarding/lodging and ancillary services. While "rooming or boarding houses" may offer incidental services such as meals or housekeeping, the primary purpose of those facilities is residential lodging and not the delivery of social services.

Based on my conversations with Emily Lowery, the Executive Director of The Haven, statements made by other associates of The Haven during the public engagement meeting on May 29, 2025, the Special Use Permit application dated April 17, 2025 and your letter dated June 5, 2025, I have determined the Haven is not offering a conventional housing product, but instead a service-oriented intervention aimed at vulnerable populations. This aligns far more closely with the functional and definitional intent of a shelter, rather than that of a boarding or rooming house directed at private membership facility.

### **3. Nonprofit Model**

The UDO explicitly identifies nonprofit or charitable organizations as the expected operators of shelters. The Haven's organizational structure and mission fall directly into this category. By contrast, rooming or boarding houses are typically understood to be residential uses with no affiliation to nonprofit operations. Although not specified in the UDO, a commonly accepted element of defining rooming or boarding house includes providing housing to members for compensation.

### **4. Intent of the Ordinance and Precedent**

The argument made in your letter invokes judicial canons favoring free use of land. While that principle is a valid rule of interpretation, it does not override clear and applicable definitions in the ordinance. When a use is specifically enumerated and clearly defined, it should be applied as written. The UDO provides an unambiguous definition of "shelter", which captures the proposed use more directly than the broader and more generic definition of "rooming or boarding house." In consultation with the City Attorney, case law does not require choosing the most permissive classification simply because two might apply; rather, the more accurate and specific fit must prevail. The "shelter" category is tailored to the type of transitional use, client population, and service The Haven proposes.

### **Zoning Administrator's Conclusion**

Based on the intent, function, and operational model described in the Haven's SUP submission, the proposed use at 107 S. Johnson Street is more accurately classified as a "Shelter" under the City of Brevard UDO. While the facility shares certain physical or logistical characteristics with a rooming or boarding house, the mission-driven, service-oriented, and crisis-response nature of the operation places it within the definition of a shelter, as codified in Section 3.5.3(C)(1). Accordingly, a Special Use Permit is required to operate the proposed use at this location.

Please feel free to contact me if you have additional questions or wish to discuss the matter further.

Sincerely,



Paul C. Ray

Planning Director

City of Brevard

(828) 885-5630

# Whitfield-Cargile Law, PLLC

---

Davis A. Whitfield-Cargile, Attorney  
23 S. Broad Street, Suite 204  
Brevard, North Carolina 28712  
davis@whitfieldcargilelaw.com  
828-884-4529  
828-884-4528 (fax)

July 7, 2025

**VIA HAND DELIVERY**

Paul Ray  
Planning Director  
City of Brevard  
95 East Main Street  
Brevard, NC 28712

Re: The Haven, 107 S. Johnson Street

Dear Paul:

Thank you for meeting with my client last week. As I believe you now understand, my clients have no current intention of operating a “shelter” as that term is defined in the UDO, at 107 S. Johnson Street. The purpose of this letter is to request that you modify or retract your letter of June 9, 2025, and issue a new administrative determination based on my client’s current intentions for use of 107 S. Johnson Street. It is my client’s desire to withdraw their previous application for a Special Use Permit and move forward with the plans that they shared with you last week, which are encapsulated in this letter. We believe that The Haven’s current plans, as they shared with you last week and as are summarized herein, meet the definition of a boarding house/rooming house, which is permitted by right for this location. Accordingly, I would appreciate you issuing an administrative decision confirming that The Haven’s current plans are permitted by right as a Boarding House/Rooming House.

Proposed Use:

The Haven will be renting rooms to up to three to four persons at a time who will be paying a fee for membership/occupancy in the boarding house, and who will signing a written agreement as members of the Boarding House in order to be able to reside at the Boarding House. The rooms will be single occupancy. The written agreement will obligate members/occupants to pay a fee (similar to rent) and to comply with the rules of the Boarding House. The specific group or membership that will be eligible for housing at 107 S. Johnson Street are “Haven Alumni”—that is, individuals who have completed The Haven’s program to become housed, who have demonstrated stability in their lives, and who have the means to pay the fee for membership, which is similar to rent.<sup>1</sup> They currently have three eligible Alumni who are prepared to take residence.

---

<sup>1</sup> The only reason I hesitate to call the written agreement a “lease” is because the law is not clear on whether summary ejection laws or the traditional landlord-tenant relationship applies to members of a boarding house/rooming house. It appears likely that summary ejection laws would apply, which means my client anticipates that residents may have to be removed through the summary ejection process. However, it is possible that if their membership status is revoked or

These are not “homeless” individuals or individuals in “crisis.” They will pay a fee to become and remain members/occupants of the Boarding House and sign an agreement which obligates them to comply with rules of the Boarding House and to pay their monthly fee. They will wash their own clothes, cook their own food, and do their own housekeeping. They will be able to send and receive mail, keep their personal effects, take showers and use the bath facilities as they please, share living space as they please, and otherwise treat it as their home for the duration of their membership/residency. There will be no cameras on the interior of the residence, though they may maintain exterior security cameras. The boarding house will not be staffed though my client will monitor for compliance with the Boarding House Agreement and house rules. Residents will receive their mail at 107 S. Johnson Street, which will be their home and residence for so long as they continue to pay their monthly fee and comply with the written agreement and rules of the boarding house.

Withdrawal of the SUP Application:

My client is asking to withdraw the application for an SUP to operate a shelter because my client (a) originally did not appreciate the differences, from the UDO standpoint, between a boarding house or rooming house and a shelter, and (b) because my client has reconsidered and reconfigured their approach and program model for the housing they are offering at 107 S. Johnson Street. Most of the community objections that we have heard highlight the distinction between a boarding house and a shelter, with the objections and concerns being about uses that my client have not proposed for 107 S. Johnson Street. For example, my client has no intention of offering services at 107 S. Johnson Street to transient persons seeking services on a walk-in basis during times of crisis. After reading the UDO definitions and hearing from neighbors who expressed resistance to a shelter, my client also realized that a shelter is not at all what they intend to offer at 107 S. Johnson Street. After reviewing and considering various requested “special conditions” from neighbors, considering the community input and studying the UDO, my client saw necessary to alter their model to make it clear that this is more of a residential dwelling than anything similar to a shelter. Accordingly, my client went back to the drawing board and have reconfigured and clarified their intended use. Because they are not proposing to operate a shelter, and to clarify that they want you to make your administrative determination based on the contents of this letter and the information they shared last week and not based on their prior SUP application, they are asking to withdraw the application for a Special Use Permit.

CONCLUSION

Therefore, the purpose of this letter is to request an administrative zoning determination that their proposed use is a Rooming or Boarding Home as those phrases are defined in §§ 3.5.2 UDO, a use which is permitted by right in the zoning district for 107 S. Johnson Street.

I remain,

Very truly yours,



Davis A. Whitfield-Cargile

---

terminated, the law may authorize residents to be removed through a different procedure. Because that the law is unclear, I am hesitant to call it a “lease.”



# PERMIT

**Z-25-149**

**ZONING - Change of Use or Occupancy**

**PROJECT NAME:** 107 S. Johnson St

**SCOPE OF WORK:** The Haven Boarding House

**SITE ADDRESS:** 107 South Johnson Street

**DATE APPROVED:** 07/15/2025

**DATE EXPIRES:** 07/15/2026

**PARCEL:** 8586-50-5093-000

**ZONING DISTRICT:** General Residential

**APPLICANT:** THE HAVEN OF TRANSYLVANIA CO.  
 PO BOX 25  
 BREVARD, NC 28712  
 828-877-2040

**OWNER:** CHILDRENS CENTER OF TRANSYLVANIA  
 UNKNOWN ADDRESS  
 BREVARD, NC 00000-0000

**PROJECT COST:**

Fixtures	Quantity	Per Unit	Value	FEES:	Paid	Due
				Non-Residential change of use and incidental improvements to existing structures	\$100.00	\$0.00
			<b>Total:</b>		<b>\$100.00</b>	<b>\$0.00</b>

**REQUIRED INSPECTIONS**

Inspection	Approved By	Date Approved
FINAL SITE INSPECTION	<input type="checkbox"/> Pass <input type="checkbox"/> Fail (See Comments) _____	_____

**CONDITIONS**

1. You are required to Contact Transylvania County Building and Inspections 828-884-3209 to inquire as to any necessary building permits for your project.
2. NC Building Code requires that you contact Transylvania County Fire Marshal for an inspection prior to beginning operations. Contact the Fire Marshal's Office at 828-884-3108, Ext. 3 to schedule an inspection. Contact Deputy Fire Marshal, Gary Brown gary.brown@transylvaniacounty.org or Fire Marshal, Scott Justus, scott.justus@transylvaniacounty.org
3. A preplan inspection by Brevard Fire Department is required prior to final zoning approval. Please contact Brevard Fire Department at 828-883-3333 to schedule this inspection. At the time of inspection you will need to provide labeled keys to each door that is keyed differently for them to place in the knox box



The City of  
*Brevard*  
North Carolina

---

**ZONING - Change of Use or Occupancy | Z-25-149**

---

4. All permits shall expire in 12 months after the date of issuance if the work authorized by the permit has not been commenced. If, after commencement, the work is discontinued for a period of 12 months, the permit therefor shall immediately expire. No work authorized by any permit which has expired shall thereafter be performed until a new permit therefor has been secured. Any temporary permit shall expire on the date specified thereon.

---



The City of  
**Brevard**  
North Carolina

ZONING - Change of Use or Occupancy | Z-25-149

COMMENTS

---

---

---

---


---

---

I hereby certify that I have read and examined this application and know the same to be true and correct. All provisions of Laws and Ordinances governing this type of work will be complied with whether specified herein or not. The granting of a permit does not presume to give authority to violate or cancel the provisions of any other state/local law regulating construction or the performance of construction.

Reviewed By: Katherine Buzby

Review Date: 07/15/2025

Issued By:   
\_\_\_\_\_ Planner

Issue Date: 07/15/2025

Contractor or Authorized Agent: \_\_\_\_\_

Received Date: \_\_\_\_\_

Not valid until signed