

TILLAMOOK COUNTY

HB 4123 COORDINATED HOMELESS RESPONSE PILOTS – NOVEMBER 2023 LEGISLATIVE REPORT

INTRODUCTION

The Tillamook County House Bill 4123 Pilot is a collaboration of Tillamook County's seven incorporated cities, the county government, and our local community action agency. Specifically named, the partners are Cities of Tillamook, Bay City, Garibaldi, Rockaway Beach, Wheeler, Nehalem and Manzanita, Tillamook County, and Community Action Resource Enterprises (CARE). The pilot covers the entire geography of Tillamook County. Each City had their MOU approved by their City Council during the month of October 2022, with the County placing the final signature on the document on November 2, 2022.

The project was originally created with two oversight boards, the Intergovernmental Agency Board (IAB) with a membership of the cities, the county and CARE, and a Community Advisory Board (CAB) with membership of the service agencies and other stakeholders. This structure was utilized in the early stages of the strategic plan with both groups merging during the latter work of the plan and forming a larger, more diverse oversight group that continues to provide guidance. The group is currently named the Coordinated Houselessness Collaborative (CHC) but has since formed a committee to create a new name.

ORGANIZATIONAL STRUCTURE

Tillamook County's pilot is currently lead by a partnership between the County Board of Commissioners Office and CARE. The structure has always been envisioned to include staff from these two partners, however, which staff has been adjusted due to staffing changes in the agencies.

During the early stage of the work Tillamook County's Housing Coordinator was convening the IAB meetings, the Executive Director at CARE was convening the CAB meetings and both were working alongside the County's contracted strategic planning consultant. Mid-way through the process both the Housing Coordinator at the county and the Executive Director at CARE left their positions, requiring a shift in leadership. Commissioner Erin Skaar stepped into the role for the County and

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Michele Wayne, Homeless Programs Manager stepped into the role at CARE to complete the strategic plan and begin the process of creating an annual plan. To ensure that momentum was maintained throughout the process, the county contracted with x4 Health, the same consultants who led the strategic planning process, for the creation of the annual plan.

This structure has carried the pilot through the process of creating the annual plan and the structure of the CHC. As of October 2nd, the County has a new Housing Coordinator and CARE has both an Executive Director for the agency and a Project Manager for the Coordinated Office. The leadership of the work will transition to the new staff at CARE and the County over the next two months. The County will continue to serve as the fiscal agent for the pilot.

The Coordinated Office will formally live at CARE, where the Project Manager will lead the CHC group in implementing the nearly complete annual operating plan and the remaining build out of the system. County Commissioner Erin Skaar and the new Housing Coordinator will serve on the CHC and oversee the fiscal pieces.

Creating the organizational structure has been a bit of a challenging process due to the staff turnover and extended vacancies. With new staff in place the structure will be further defined and developed over the coming months.

STRATEGIC PLAN PROCESS

Tillamook County's [5-Year Strategic Plan to Address Houselessness](#) was created by the pilot cities, the county, CARE, and many community stakeholders with the support of consultants. The County issued an RFP for consultant services and x4Health was the winning bidder. x4Health has an ongoing relationship with the County and CARE from a prior project called the Rocket Project, which looked at the greatest needs related to houselessness in Tillamook County in 2021. This prior work

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helped to set the stage for the award of the HB4123 Pilot and for the creation of the 5-year plan.

As described in our introduction, the planning process initially used two distinct groups to start the work, the IAB and the CAB. The IAB was comprised of representatives from the 7 cities, the county and CARE and approached the work from the perspective of the unmet needs that were being seen by the cities and county. This was an opportunity to bring voices to the table that had not been present in previous work and gain new perspective. The CAB was comprised of the stakeholders who commonly work with those experiencing houselessness and those individuals with lived experience. This group provided their perspective of unmet needs as well as desired solutions.

The consultants then designed a process to bring the groups together to share the work that each had done and to look for commonalities and shared learnings. Out of that work four key enablers were identified that guided the strategy of the plan. The groups continued to work collaboratively to create strategies and goals for each of the enablers in the plan.

The plan was completed in July of 2023 and formally adopted by the County Commissioners on September 27, 2023. The new Project Manager will now take the plan to each of the cities for formal approval by their City Councils. The timeline for this process was impacted by the changes in staff at the county, CARE and the cities.

STRATEGIC PLAN OUTCOMES

Tillamook County is a small county which currently has a limited number of agencies providing services to those experiencing houselessness. This created a situation where shared outcomes may have a different complexity than in an area with many partners.

For our plan it was relatively easy to determine who the lead agency would be for the outcomes chosen. The work ahead will challenge us to expand the number of

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agencies and partners who take responsibility for the work and challenge us to do the real work of shared outcomes.

Our plan has outcomes in four main areas:

- 1) Expand community collaboration to engage new partners and funding sources.
- 2) Increase and enhance data collection and usage.
- 3) Expand access to shelter and navigation services.
- 4) Support the expansion of needed types of housing.

Tillamook County has a small list of providers in the area of homeless services. Virtually all state and federal funding provided specifically for these services comes to CARE. There are many other community partners that provide supportive services, such as the local DV provider, DHS, food banks, communities of faith, etc. and historically relationships among these providers have been strong based on personal and organizational working relationships. That said, no local continuum of care has existed, and partners have not met as a group to coordinate services or funding. The creation of the CHC is providing a space for this to occur.

The CHC will step into the space of a local continuum of care and currently that group is creating its' founding documents, its standing agenda, and finalizing its membership. There is also a naming committee meeting that has been formed to find the right title for this important group.

There are likely many challenges to come as the community begins to see the issue of homelessness as an issue that belongs to all of us rather than just to CARE. This is a paradigm shift that has just begun to occur. The first opportunity for coordination related to funding is in front of us with the challenges facing Helping Hands. The Helping Hands reentry program in Tillamook County has not traditionally received state funding that is now in need of that support, likely as a sub-contract through CARE. This is an opportunity for CHC to look at the existing resources and the needs for prioritization.

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The Governor's Executive Order was an opportunity to utilize the CHC work and expertise to apply for funds. The strategic plan guided the group toward low-barrier shelter and building on work that had already been started by CARE. Now that the funding for re-housing has been awarded, the group will look at that as part of the community funds to determine if there are agencies beyond CARE that can utilize funds to assist in the work.

Tillamook County is well connected to our official continuum of care with CARE participating as a grantee member of the Rural Oregon Continuum of Care (ROCC), and Commissioner Skaar serving as a board member.

As shared earlier, the implementation of the strategic plan will be led by the newly hired Project Manager at CARE along with the members of the CHC. X4Health consultants will continue to be utilized to support the work as needed.

CARE hosts a monthly Lived Experience focus group for participants to share their input on what is happening throughout the county to ensure that the people we serve have a seat at the table. This voice was engaged by CARE during the planning process.

Local service agencies have also been invited to these focus groups which includes Tillamook Family Counseling Center peer supports, Helping Hands staff, Tides of Change advocates, and Tillamook County Health Department harm reduction and SUD team members. All partners are engaged in the focus group and provide valuable input on the services in Tillamook County.

CARE is also focused on building relationships with the BIPOC and LGBTQ+ communities to ensure that they know services are available to help regardless of race, ethnicity, and gender identity. Through these relationships, CARE will bring these voices to the CHC.

To reach out to the Latinx Community, CARE had a 4-month set of workshops sponsored by Fair Housing to address housing issues with the Latinx community, the

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primary focus group. These sessions helped build relationships and provide opportunities to bring another new voice to the CHC.

While the project implementation is still in its beginning stages, CARE has recently added 7 peer supports available during the day and swing-shift hours to expand outreach efforts to navigate homelessness services in Tillamook County.

TECHNICAL ASSISTANCE

At this time, we have not received any individual technical assistance.

In our plan we have identified data collection and usage as a priority. Working to gather data outside of the traditional HMIS may require technical assistance in how to best integrate the data and create useful dashboards for the community.

DATA

In our plan we identified a need to increase and enhance data collection and usage. Tillamook County's annual PIT count, by name lists, HMIS, etc has traditionally been done by CARE with limited community involvement. This is an area that we look forward to engaging the CHC to assist with expanded collection, and the creation of local dashboards to use data for decision making.

We will also be working with ROCC to explore the developing data dashboard to integrate with our local data.

IDENTIFYING, ACCESSING AND ALIGNING FUNDS

Tillamook County started from a rather unique place in the funding world with the majority of all funding coming from OHCS, HUD, and VA all coming into, and being utilized by CARE as the primary provider of homeless and housing services in the county. The formation of the CHC, in partnership with the receipt of the additional HB4123 and HB5019 funding, has created an opportunity for the community to become informed about what funding is coming to Tillamook County, how it is

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currently being utilized, and to look at the needs as a system to identify additional funds needed as well as changing the current resource allocation if needed.

As described above, the project is just beginning to look at expanded services and funding needs for those services. Due to the staffing challenges the pilot has faced, we have not yet identified sustained funding beyond the HB4123 funding. This is identified as a priority in our strategic plan and will begin immediately with the staffing that has been hired. In support of this funding effort, Tillamook County has a contracted grant writing service at the ready to begin to apply for resources once they are located.

COMMUNICATIONS

The area of communications with our community by the CHC is one that we have identified but not yet begun our work in. The challenge of staffing changes simply kept us from moving this forward.

CARE has had a monthly lived Experience Focus Group for over a year now and many community partners have attended regularly for feedback and suggestions on how to move forward with our homeless individuals and families for services needed in our community.

ADDRESSING RACIAL DISPARITIES

Tillamook County is a small rural community with very small populations of races other than White. We are currently 93% White with other races being 1-3%. We do have a growing Latinx population, but no racially specific organizations providing services to this population.

The strategic plan calls for the support of a culturally responsive workforce. In order to address services needed by the Latinx population, CARE and other service providers employ bi-lingual/bi-cultural staff to provide culturally responsive services and will continue that work.

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As previously described, CARE had a 4-month set of workshops sponsored by Fair Housing to address housing issues with the Latinx community. These sessions helped build relationships and provide opportunities to bring another new voice to the CHC.

CONNECTIONS TO PERMANENT HOUSING

In our strategic plan, we call out building on the existing work of our Housing Commission that is engaged in bringing all types of housing to Tillamook County. 103 new affordable housing units have been added since 2019 with 25 more under construction currently and 60 more in the planning stages. Each of the newly opened complexes have committed between 5 and 10 units of housing for placement of clients coming out of the coordinated system, and the units under construction will also provide this set aside.

The pilot will be connected to the housing work through the participation of the Housing Coordinator and Commissioner Skaar on the planning group, as well as on the Housing Commission.

CONCLUSION

HB4123 has been a catalyzing force in Tillamook County to bring together new partners to create a community driven plan. The work that is laid out for the next five years is aspirational and will take a paradigm shift in which the community that created the plan equally participates in its implementation. There is a great deal of energy brought by those who have been involved and I believe that we will be able to maintain that enthusiasm with the staff support we have in the project. The replicable model is adequate funding and flexibility for communities to do the work in a way that fits with each community.

Our key success so far has been our readiness to apply for HB5019 funding as a county. In the past we would have had to be a part of a larger regional collaboration

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where we had less ability to direct funds to our greatest needs. The work done through the strategic plan clarified where we needed funds and allowed us to receive those funds directly.

The greatest challenge we have faced so far is changes in staffing in our small cities and agencies. When positions are vacant there simply are not enough people to have someone else step in for the interim, and yet the work must be moved forward by those who remain. The new staff coming in will be tasked with re-engaging those cities and agencies who lost contact with the process due to loss of staffing.

The second challenge we faced was time. This was related to the first challenge in that small cities and agencies have many competing priorities for their time. The need to move this forward quickly limited the ability to have as much involvement from cities, and the community as we would have liked before finalizing the plan. We will go back to both the cities and the communities with the plan for additional input over the coming year.

APPENDICES

- A. Tillamook County HB 4123 Memorandum Of Agreement
- B. Tillamook County Houselessness 5-year Strategic Plan

#0320

**MEMORANDUM OF AGREEMENT (MOA)
FOR THE
COORDINATED HOMELESS RESPONSE SYSTEM**

This Memorandum of Agreement, hereinafter **AGREEMENT**, is made and entered into by and between the City of Manzanita, a municipal corporation, hereinafter **MANZANITA**; the City of Nehalem, a municipal corporation, hereinafter **NEHALEM**; the City of Wheeler, a municipal corporation, hereinafter **WHEELER**; the City of Rockaway Beach, a municipal corporation, hereinafter **ROCKAWAY**; the City of Garibaldi, a municipal corporation, hereinafter **GARIBALDI**; the City of Bay City, a municipal corporation, hereinafter **BAY CITY**; the City of Tillamook, a municipal corporation, hereinafter **TILLAMOOK**; the Tillamook County Community Action Resources Enterprises, Inc., a non-profit corporation, hereinafter **CARE**; Tillamook County, hereinafter **COUNTY**, a political subdivision of the state of Oregon, referred to collectively as **PARTIES**.

RECITALS

PURPOSE

- A. The Oregon Legislature passed House Bill 4123 during the 2022 legislative session to provide grants to local governments and non-profit corporations to address the homelessness crisis.
- B. The State of Oregon Department of Administrative Services appropriated \$1,000,000 to Tillamook County through Agreement #107-2022-4123-07.
- C. The purpose of this **AGREEMENT** is to create a coordinated homeless response system ('System') and to define **PARTIES'** responsibilities associated with implementation of House Bill 4123.

AGREEMENT

NOW THEREFORE, in consideration of the foregoing and of the mutual covenants, promises and undertakings hereinafter set forth, **PARTIES** agree as follows:

1. Rights, Duties, and Obligations of **PARTIES**. **PARTIES** shall:
 - 1.1 Establish a coordinated homeless response office, hereinafter "Office", and a centralized point of contact;
 - 1.2 Establish a coordinated homeless response advisory board, hereinafter "Advisory Board", to meet monthly with representation from the governing body of each of the member governments;
 - 1.3 Establish a coordinated homeless response community advisory board, hereinafter "Community Advisory Board", to meet quarterly with representation from people with lived experience of homelessness; law enforcement; McKinney Vento Liaisons for youth experiencing homelessness; and organizations serving and advocating for veterans, homeless youth, youth exiting the foster care system, individuals exiting the criminal justice system, people with disabilities and aging adults, health care systems, domestic violence and sexual assault survivors, members of lesbian, gay, bisexual, transgender, queer or questioning (LGBTQ) communities, people experiencing behavioral health and substance use disorders, faith communities and business communities;

- 1.4 Adopt a five year strategic plan by June 1, 2023, to identify and set goals for addressing within unincorporated areas of Tillamook County and the participating cities:
 - 1.4.1 Funding to support ongoing operations,
 - 1.4.2 Increasing or streamlining resources,
 - 1.4.3 Incorporating national best practices for ending homelessness,
 - 1.4.4 Eliminating racial disparities within homeless services, and
 - 1.4.5 Creating pathways to permanent and supportive housing that costs thirty percent (30%) of gross income or less to local populations experiencing homelessness; and
 - 1.5 Provide an annual report to Oregon Housing and Community Services no later than November 15, 2023 and September 15, 2024 on:
 - 1.5.1 The goals adopted in the five year strategic plan and the progress made in implementing the plan,
 - 1.5.2 Other changes in homelessness services, ordinances of member governments specifically related to member government actions arising out of the agreement, and
 - 1.5.3 Identified challenges and opportunities relating to:
 - 1.5.3.1 Regional coordination of homelessness service and planning,
 - 1.5.3.2 Needs for technical assistance from Oregon Housing and Community Services, and
 - 1.5.3.3 Addressing racial disparities through partnerships with culturally specific and responsive organizations.
 - 1.6 Except for COUNTY, Appoint one member from staff, or a public body to which they are elected or appointed, to serve for a term of five years and commit up to five hours per month to:
 - 1.6.1 Attend monthly Advisory Board meetings (1.5 hours) to engage in “needs-based” planning and decision-making to identify and track the scope of challenges, weaknesses, and constraints associated with homelessness and the efforts, services, and ordinances to address it,
 - 1.6.2 Attend quarterly Community Advisory Board meetings (2 hours) to engage in “asset-based” visioning and community engagement with member cities and multiple participating stakeholders to capitalize on strengths and expand upon opportunities arising out of the agreement,
 - 1.6.3 Assist Project staff to guide or coordinate two annual presentations (semi-annually) to update City Council on the progress and to seek guidance on the future work of the Advisory Committee,
 - 1.6.4 Provide quarterly feedback to program staff in a 1-hour structured meeting to gather quantitative and qualitative input to evaluate the progress of the Advisory Committee, and
 - 1.6.5 Fill any vacancies within 30 to 60 calendar days to ensure continuous representation.
2. Rights, Duties, and Obligations of **CARE**. CARE shall:
- 2.1 Appoint dedicated staff to support the Office at 1.0 FTE;
 - 2.2 Appoint senior staff to oversee the operations of the Office at 0.1 FTE;
 - 2.3 Appoint additional staff as needed to support the Office;
3. Rights, Duties, and Obligations of **COUNTY**. COUNTY shall:
- 3.1 Serve as the project lead to oversee the efforts and progress of participating organizations;

- 3.2 Appoint County staff to serve as Program Manager and to support the Advisory Board at 0.3 FTE;
- 3.3 Acquire technical assistance and capacity building, including contracting with consultants;
- 3.4 Pay participating cities an administrative cost of \$5,000 for Year 1;
- 3.5 Coordinate community outreach and engagement;
- 3.6 Coordinate with the Rural Oregon Continuum of Care; and
- 3.7 Complete a strategic plan.

4. TERMINATION.

This AGREEMENT shall terminate upon the written mutual consent of PARTIES.

5. INDEMNITY. Each party shall include appropriate indemnity clauses in any design or construction contracts issued for the Project. Such indemnity clauses shall require consultants, subconsultants, contractors, subcontractors, and suppliers to defend, indemnify and hold the PARTIES harmless from all claims, costs, damages, or expenses of any kind, including attorneys' fees and other costs and expenses of litigation, for personal injury or property damage to the extent such claims, costs, damages, or expenses arise out of that party's fault.

6. GENERAL PROVISIONS.

- 6.1 MODIFICATION & WAIVER. The rights and duties under this AGREEMENT shall not be modified, delegated, transferred or assigned, except upon the written-signed consent of the parties. Failure to enforce any provision of this AGREEMENT shall not operate as a waiver of such provision or of any other provision.
- 6.2 ATTORNEY FEES. Attorney fees, costs and disbursements necessary to enforce this agreement through mediation, arbitration and/or litigation, including appeals, shall be awarded to the prevailing party, unless otherwise specified herein or agreed.
- 6.3 LEGAL REPRESENTATION. *In entering into this AGREEMENT, each party has relied solely upon the advice of their own attorney. Each party has had the opportunity to consult with counsel.*
- 6.4 NOTICES. Any notice required or permitted under this AGREEMENT shall be in writing and deemed given when:
 - 6.4.1 actually delivered if not sent by mail as described below, or
 - 6.4.2 three days after deposit in United States certified mail, postage prepaid, addressed to the other party at their last known address.
- 6.5 LANGUAGE. The headings of the AGREEMENT paragraphs are intended for information only and shall not be used to interpret paragraph contents. All masculine, feminine and neuter genders are interchangeable. All singular and plural nouns are interchangeable, unless the context requires otherwise.
- 6.6 SAVINGS. *Should any clause or section of this AGREEMENT be declared by a court to be void or voidable, the remainder of this AGREEMENT shall remain in full force and effect.*
- 6.7 JURISDICTION; LAW. This AGREEMENT is executed in the State of Oregon and is subject to Tillamook County and Oregon law and jurisdiction. Venue shall be in Tillamook County, Oregon, unless otherwise agreed by the parties.
- 6.8 NO THIRD PARTY BENEFICIARIES. There are no intended third-party beneficiaries of this AGREEMENT.

7. AGREEMENT TERM. The term of this AGREEMENT shall begin upon execution of the last signature and end June 30, 2023.

ACKNOWLEDGMENT: EACH PARTY REPRESENTS TO THE OTHER BY THEIR SIGNATURES BELOW THAT EACH HAS READ, UNDERSTANDS, AND AGREES TO ALL COVENANTS, TERMS AND CONDITIONS OF THIS AGREEMENT. EACH PARTY REPRESENTS TO THE OTHER TO HAVE THE ACTUAL AND/OR APPARENT AUTHORITY TO BIND THEIR RESPECTIVE LEGAL PERSONS, CORPORATE OR OTHERWISE, IN CONTRACT.

CITY OF NEHALEM

DATED THIS 18 DAY OF October, 2022

DocuSigned by:
Bill Dillard
44F99D10A55642C...
Bill L. Dillard, Jr., Mayor

CITY OF MANZANITA

DATED THIS 10 DAY OF OCTOBER, 2022

DocuSigned by:
Michael Scott
DF286367B218442...
Mike Scott, Mayor

CITY OF WHEELER

DATED THIS 10 DAY OF October, 2022

DocuSigned by:
[Signature]
F33E4B46900C47B...
Doug Honeycut, Mayor

CITY OF ROCKAWAY BEACH

DATED THIS 25th DAY OF October, 2022

[Signature]
Sue Wilson, Mayor

CITY OF GARIBALDI

DATED THIS October DAY OF 12, 2022

DocuSigned by:
[Signature]
26761C547BD84EE...
Tim Hall, Mayor

CITY OF BAY CITY

DATED THIS 11th DAY OF October, 2022

DocuSigned by:
David McCall
307BDB8C1A114FA...
David McCall, Mayor

CITY OF TILLAMOOK

DATED THIS 17th DAY OF October, 2022

DocuSigned by:
Aaron Burris
C98E8000F7840Z...
Aaron Burris, Mayor

TILLAMOOK COUNTY COMMUNITY ACTION RESOURCES ENTERPRISES, INC.

DATED THIS 10th DAY OF October, 2022

DocuSigned by:
Peter Starkey

Peter Starkey, Executive Director

THE BOARD OF COMMISSIONERS FOR TILLAMOOK COUNTY, OREGON

DATED THIS 7th DAY OF November, 2022

[Signature]

David Yamamoto, Chair

[Signature]

Erin D. Skaar, Vice-Chair

Mary Faith Bell, Commissioner

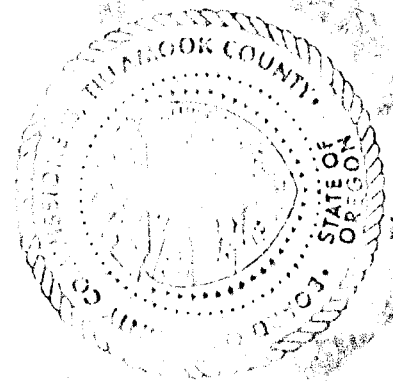
Aye Nay Abstain/Absent

ATTEST: Tassi O'Neil, County Clerk

APPROVED AS TO FORM

By: *[Signature]*
Special Deputy

[Signature]
William K. Sargent, County Counsel





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OREGON

5-Year Strategic Plan to Address Houselessness

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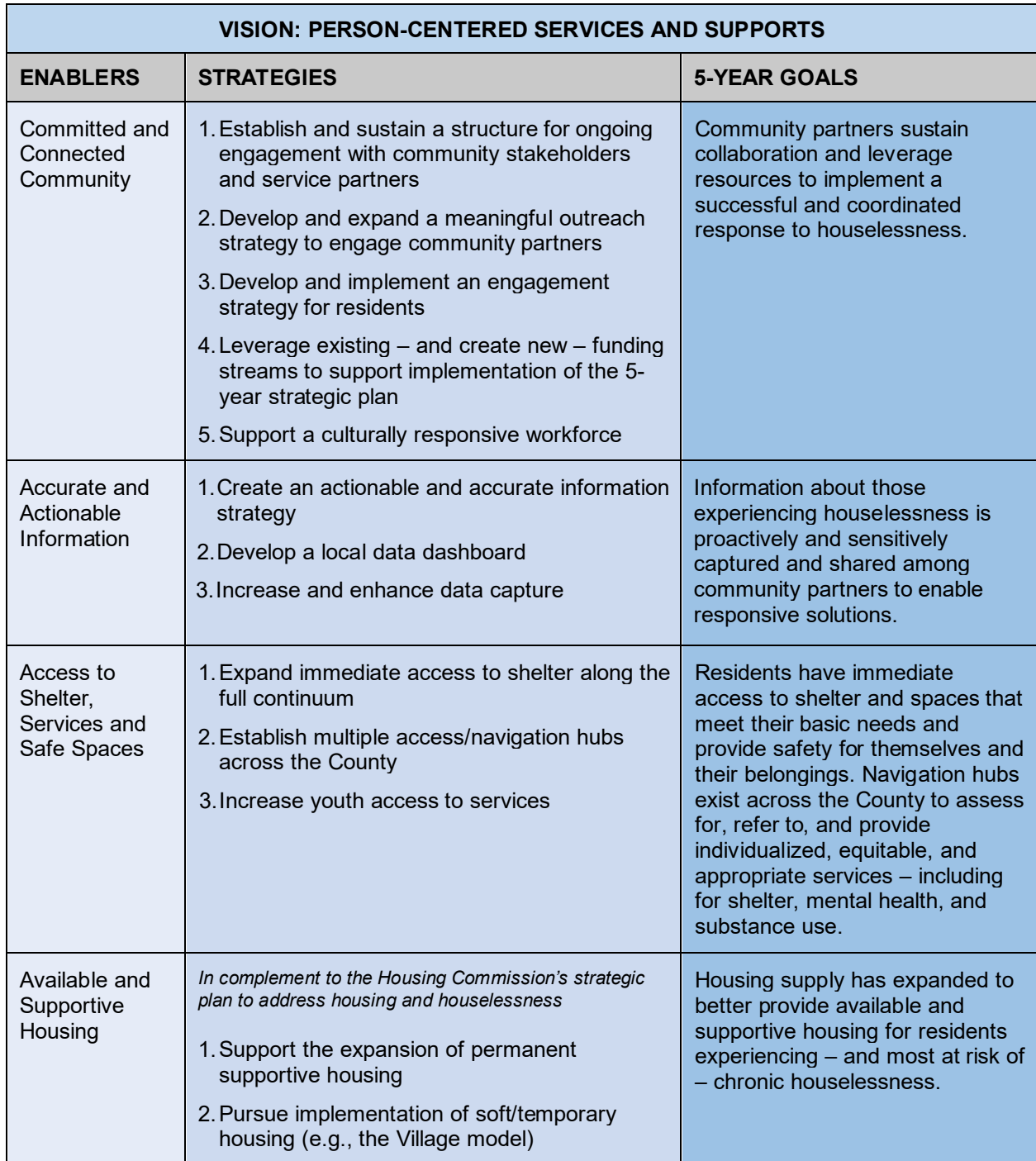
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Executive Summary



| VISION: PERSON-CENTERED SERVICES AND SUPPORTS | | |
|---|--|---|
| ENABLERS | STRATEGIES | 5-YEAR GOALS |
| Committed and Connected Community | <ol style="list-style-type: none"> 1. Establish and sustain a structure for ongoing engagement with community stakeholders and service partners 2. Develop and expand a meaningful outreach strategy to engage community partners 3. Develop and implement an engagement strategy for residents 4. Leverage existing – and create new – funding streams to support implementation of the 5-year strategic plan 5. Support a culturally responsive workforce | Community partners sustain collaboration and leverage resources to implement a successful and coordinated response to houselessness. |
| Accurate and Actionable Information | <ol style="list-style-type: none"> 1. Create an actionable and accurate information strategy 2. Develop a local data dashboard 3. Increase and enhance data capture | Information about those experiencing houselessness is proactively and sensitively captured and shared among community partners to enable responsive solutions. |
| Access to Shelter, Services and Safe Spaces | <ol style="list-style-type: none"> 1. Expand immediate access to shelter along the full continuum 2. Establish multiple access/navigation hubs across the County 3. Increase youth access to services | Residents have immediate access to shelter and spaces that meet their basic needs and provide safety for themselves and their belongings. Navigation hubs exist across the County to assess for, refer to, and provide individualized, equitable, and appropriate services – including for shelter, mental health, and substance use. |
| Available and Supportive Housing | <p><i>In complement to the Housing Commission's strategic plan to address housing and houselessness</i></p> <ol style="list-style-type: none"> 1. Support the expansion of permanent supportive housing 2. Pursue implementation of soft/temporary housing (e.g., the Village model) | Housing supply has expanded to better provide available and supportive housing for residents experiencing – and most at risk of – chronic houselessness. |

Introduction

With considerable input from community partners, government leaders, stakeholders and individuals with lived experience, Tillamook County presents its draft 5-year strategic plan to implement a coordinated response to houselessness. The plan highlights four key enablers, creating a strong foundation of community connection and information sharing to drive person-centered services and supports.

The plan details these four enablers along with corresponding strategies and actions to be implemented over the next 5 years. The plan is designed as a living document, able to dynamically adapt to the community and evolve as progress unfolds and new stakeholders/needs/resources emerge.

The County intends to implement an annual process to review and update the strategic plan. This process will account for progress and community input, and prioritize the strategies and actions to pursue in the coming year.

Key Definitions

To ensure clarity of the terms used in this document (e.g., houselessness, chronic houselessness, shelter, supportive housing, etc.), we refer readers to the Housing of Urban Development (HUD)¹ Exchange. HUDs definitions align with how phrases are used throughout this plan.

Vision

By 2028, we envision a community where...

1. Anyone facing houselessness has rapid access to the shelter, housing, and services they need to live in a self-directed, safe, and humane way.
2. We work on the root causes of houselessness while, at the same time, providing effective temporary solutions.
3. We meet people where they are in the community and bring services into spaces where residents most engage.
4. Services are seamlessly available across the County, for individuals in our towns as well as in our rural communities.
5. Partnerships between community members are strong and sustained, enabling an equitable and individualized response – especially for those with unique needs such as behavioral health, criminal justice, and youth.

¹ <https://www.hudexchange.info/>

Values

As we pursue this vision, we commit to **honoring the individual** by:

- Engaging with **empathy**
- **Listening** to and **learning** from those with lived experience
- Responding to unique needs with an **equitable** lens
- Being **trustworthy**
- Building a sense of **hope** and **belonging**
- Partnering to effectively **collaborate** and **coordinate** resources

Community Context

Located along the coast of Oregon, Tillamook County includes the major incorporated cities of Bay City, Garibaldi, Manzanita, Nehalem, Rockaway Beach, Tillamook, and Wheeler. Our population of approximately 28,000 residents is predominately White (84%), with Hispanic residents making up the second largest ethnicity (10%).

One unique challenge our community faces is in its geography. Tillamook County includes large rural areas, while most supports are located closer to cities within the County. This creates unique housing and shelter challenges for residents spread across the County and away from centralized resources. These individuals often set up camps and communities in the woods, highlighting the importance of an equitable response that seeks to engage people across the County.

Other residents facing unique challenges include our youth and older adults, individuals with mental health and substance use needs, victims of domestic violence, and racial and ethnic minorities. Our coordinated response seeks to ensure that resources exist to engage all members of our community.

This strategic plan specifically responds to our community's challenges, including:

- A lack of accurate data and information on those facing houselessness, and the services they are accessing
- Siloed programming and opportunities to improve coordination
- Incomplete access to shelter and safe spaces
- Specialized resource needs (e.g., youth)
- Insufficient housing supply (by supporting affordable housing options)

While we envision a system that effectively responds to these challenges and does so with equity and empathy, we recognize that the path through houselessness is often circuitous. We acknowledge that individuals may cycle in and out of the system, using and re-using emergency and supportive services, and shelter and temporary housing services. Nevertheless, this strategic plan addresses four key enablers that will drive us toward a community where anyone facing houselessness has rapid access to the shelter, housing, and services they need to live in a self-directed, safe, and humane way.

Approach – Coordinated Houselessness Collaborative

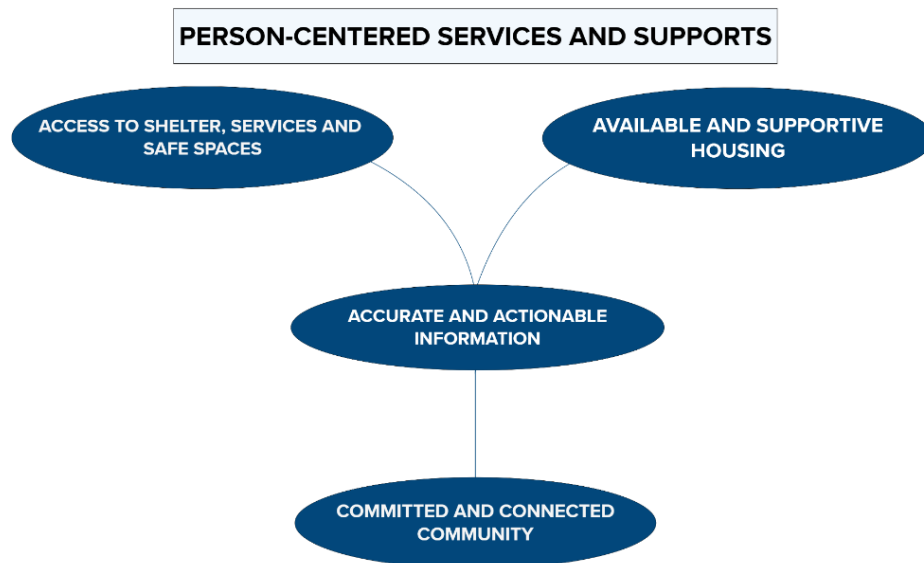
This strategic plan is anchored in the structure of the Tillamook County Coordinated Houselessness System Response Plan.

In early 2023, Tillamook County launched the Intergovernmental Advisory Board (IAB). The IAB is composed of one representative from each of the municipalities in Tillamook County as well as Community Action Resource Enterprises (CARE). The IAB focuses on “needs-based” planning and decision making. Its purpose is to identify and track the scope of challenges, weaknesses, and constraints associated with houselessness – and the efforts, services, and ordinances to address it across Tillamook County.

In March of 2023, the Community Advisory Board (CAB) launched alongside the IAB. The CAB is comprised of stakeholder-specific member organizations and focuses on an asset-based approach to visioning and community engagement. Its purpose is to capitalize on existing strengths and expand collaboration among providers and stakeholders. The stakeholders represented in the CAB include behavioral health, law enforcement, houseless youth, businesses, victim service providers, older adults, individuals with disabilities, BIPOC communities, faith-based communities and the LGBTQIA2S+ community.

Both the IAB and CAB have provided input into this draft strategic plan. Moving forward, and to facilitate ongoing collaboration, the IAB and CAB will now merge into the Tillamook County Coordinated Houselessness Collaborative (CHC). As detailed below, the CHC will be the primary body to provide feedback into the evolving strategic plan and monitor the plan’s implementation.

Strategic Plan – Overview of Enablers



Our strategic plan focuses on four priorities (enablers). These enablers are grounded in a committed and connected community that maximizes resources and captures and shares accurate information on needs and capacities around houselessness.

Leading with these two foundational enablers will give our community the fuel needed to provide person-centered access to shelter, services and safe spaces, and available and supportive housing.

Over the next five years, these enablers will allow us to pursue the following:

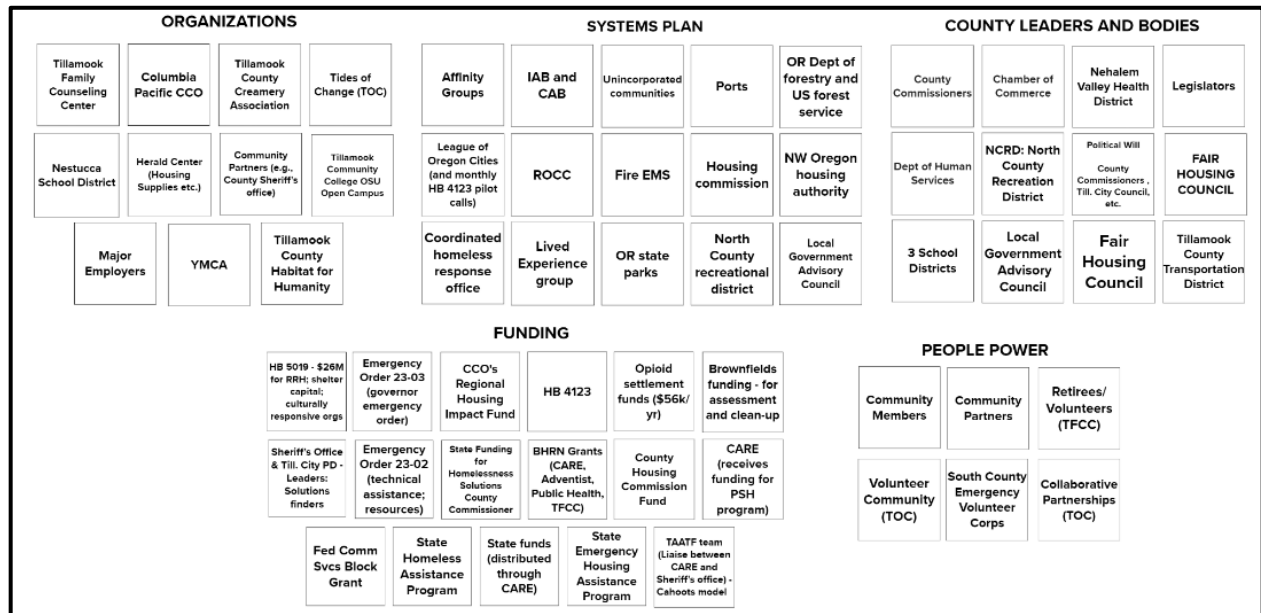
| Enabler | In 5 years... |
|---|--|
| <p>Committed and Connected Community</p> | <p>Community partners sustain collaboration and leverage resources to implement a successful and coordinated response to houselessness.</p> |
| <p>Accurate and Actionable Information</p> | <p>Information about those experiencing houselessness is proactively and sensitively captured and shared among community partners to enable responsive solutions.</p> |
| <p>Access to Shelter, Services and Safe Spaces</p> | <p>Residents have immediate access to shelter and spaces that meet their basic needs and provide safety for themselves and their belongings. Navigation hubs exist across the County to assess for, refer to and provide individualized, equitable and appropriate services – including for shelter, mental health, and substance use.</p> |
| <p>Available and Supportive Housing</p> | <p>Housing supply has expanded to better provide available and supportive housing for residents experiencing – and most at risk of – chronic houselessness.</p> |

Enablers, Strategies, and Actions

The Tillamook County strategic plan is grounded in an asset-based framework, designed to leverage our community’s existing resources.

Each enabler is presented with an asset map, developed through research and a series of facilitated brainstorming sessions with the CHC.

Enabler #1: Committed and Connected Community



➤ **Strategy 1 – Establish and sustain a structure for ongoing engagement with community stakeholders and service partners**

1. Build on the IAB and CAB to form a local coordinating body, the Tillamook County Coordinated Houselessness Collaborative (CHC). The CHC will advise the County on implementing the strategic plan.
 - a. Draft a charter and structure for the CHC (to be completed by the County)
 - b. Obtain commitments from the CHC to continue to meet for a minimum of three years
 - c. The CHC will create subgroups to support efforts as needed (e.g., on youth issues)
 - i. The first subgroup to launch will include all Tillamook County municipalities (previous members of the IAB as detailed in the *Approach*). This subgroup will meet at least quarterly, alongside the CHC

- d. By December 2023, the CHC will create an annual operations plan for 2024. The plan should include:
 - i. Strategies and actions to be prioritized for 2024 (and corresponding metrics/goals)
 - ii. Partners committed to leading on each action
 - iii. A review of the effectiveness of the CHC process
 - iv. Recommendations for adaptations, additional subgroups, etc.
 - e. In December 2024, the CHC will review the 2024 annual operations plan, including:
 - i. A report of which strategic actions have been completed
 - ii. Refining the approach (as needed), and prioritizing actions for the following year
 - iii. Celebrate accomplishments from 2024
 - f. Repeat the annual operations plan process through the duration of the 5-year strategic plan
2. Evaluate the impact of the CHC structure and make adaptations, subgroups, etc. accordingly.
 - a. Explore an effective structure to enable feedback from affinity groups – such as, behavioral health, law enforcement, youth, business community, Latino/a/x community, BIPOC community, healthcare systems and providers, faith leaders, LGBTQIA+, older adults, and persons with disabilities
 - i. Leverage the developing community engagement strategies (see below, Committed and Connected Community Enabler, Strategies #2 and #3) to identify potential participants
 3. Continue to participate in the monthly HB 4123 pilot meetings

➤ **Strategy 2 – Develop and expand a meaningful outreach strategy to engage community partners**

1. Collaborate with the CHC and a broad array of community partners to document and coordinate a community-wide outreach strategy
 - a. Ensure partners are represented from across the County (north and south); target building relationships with partners who may not yet be engaged (e.g., law enforcement in North County)
2. Collaborate with the CHC to create an outreach toolkit that includes critical information to be shared (e.g., available resources, processes for referral, etc.).

The toolkit will also provide suggestions for cities and organizations on how they can leverage existing resources

3. Through the CHC, execute the outreach strategy to provide organizations with information on the supports and resources available (via the outreach toolkit). Engagement will include, but is not limited to:
 - a. Chamber and business owners (focusing on the downtown main strip and 101)
 - b. Organizations serving older adults (Northwest Senior and Disability Services, Adventist Health, Tillamook Health Department, Marie Mills, etc.)
 - c. Partners who frequently connect with the houseless population but are not represented in the CHC (e.g., Public Works)
 - d. Trusted community groups
4. Identify existing forums where community partners connect (e.g., social service network meeting)
 - a. Establish cadence to attend these meetings to capture input on strategic plan progress
 - b. Create a process to feed information from forums back to the CHC
5. Create a centralized space to capture and archive progress toward the strategic plan (for posterity, and to ease on boarding in the event of staff turnover)
6. Support CARE in its outreach strategy (e.g., hosting Houseless Connect events)

➤ **Strategy 3 – Develop and implement an engagement strategy for residents**

1. Identify and map existing engagement structures. Capture where providers, the broader community, individuals with lived experience, employers, etc. already engage
 - a. As feedback is needed throughout the life of the plan, refer to the map to identify which forums will be most effective (given the issue/goal for the input). Engage with these forums to capture feedback where appropriate
2. Create and implement a public facing online community engagement strategy
 - a. Regularly draft and post content for residents and media to provide updates on the work of the CHC and progress of the strategic plan; ensure the community knows what work is being done (and how)
 - b. Include content that highlights how community members can support the work; demonstrate that houselessness is a community challenge where all residents play a part
 - c. Repurpose content from the outreach toolkit to populate

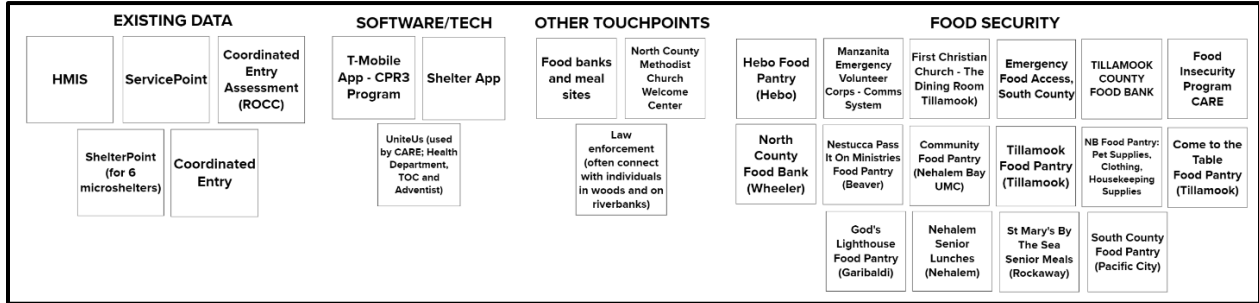
➤ **Strategy 4 – Leverage existing – and create new – funding streams to support implementation of the 5-year strategic plan**

1. Partner with the League of Cities and Association of Counties to understand best practices and opportunities for coordinated and expanded funding
 - a. Share learned best practices with municipalities in the CHC around revenue ideas that can be locally implemented
2. Maximize existing funding, and apply for new funding opportunities
 - a. Create a catalogue of all existing funding sources
 - b. Convene funded partners in a workshop to explore opportunities to streamline, and to forecast funding changes and opportunities to gap fill and reallocate
 - c. Establish a cadence and structure for revisiting new funding opportunities
 - d. Partner with a grant-writing organization to support fundraising

➤ **Strategy 5 – Support a culturally responsive workforce**

1. Identify existing programs and services currently operated by providers (e.g., programs that serve youth, victims of domestic violence, etc.)
2. Provide resources to ensure service providers have access to culturally competent trainings for staff (included, but not limited to, trauma-informed care, intentional peer support training, diversity, equity and inclusion, motivational interviewing, etc.)
3. Asset map funding and training resources that can be used

Enabler #2 - Accurate and Actionable Information



➤ **Strategy 1 – Create an actionable and accurate information strategy**

1. Identify all data inputs, including:
 - a. Agencies that currently collect data (CARE, County, Cities, service providers, etc.)
 - b. Data currently collected (including proxy measures)
 - c. How data are currently used
 - d. Tools/systems where data are stored (HMIS, SharePoint, Computer Aided Dispatch, etc.)
 - e. How data points are updated
2. Identify needs, including:
 - a. Which County partners need what data in order to address houselessness
 - b. How permissions are controlled across users/user groups
3. Create a strategy to develop a local data dashboard to share information across agencies and expand data capture across the County

➤ **Strategy 2 – Develop a local data dashboard**

1. Explore options for developing a data dashboard
 - a. Work with the Rural Oregon Continuum of Care (ROCC) to:
 - i. Understand the capabilities of their developing dashboard
 - ii. Pilot the dashboard, and refine collected data points based on learnings
 - b. Explore available tools/options to support a customized data dashboard
2. Create a data dashboard displaying data sources, uses, and how data are stored
 - a. Assess to ensure data reliability and validity

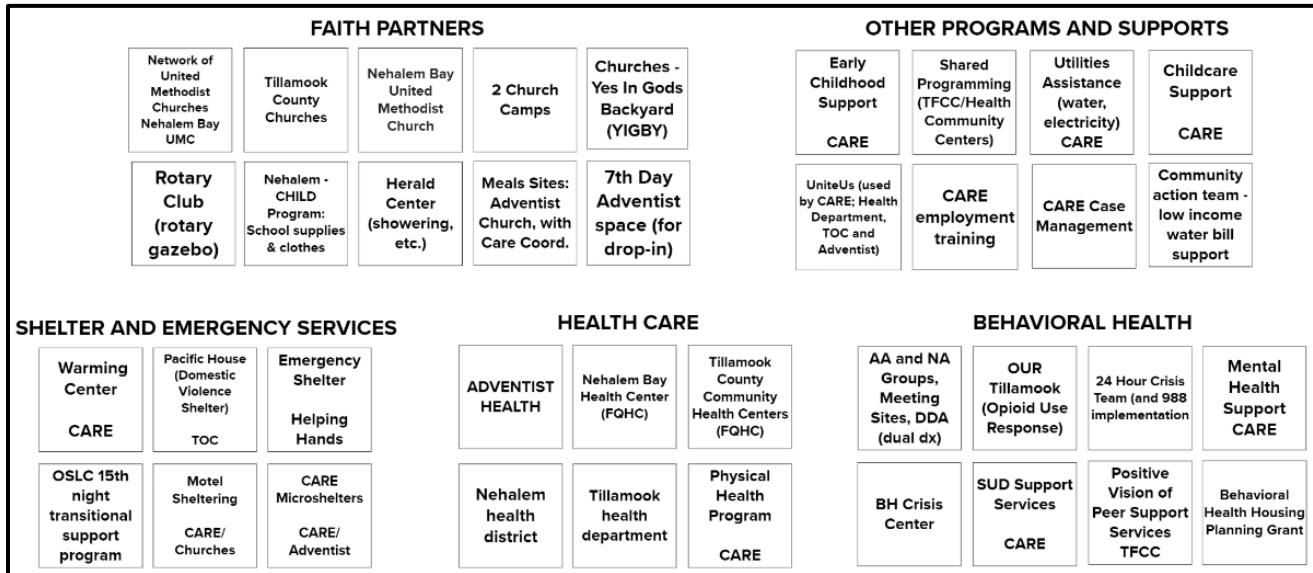
- b. Ensure collected data points align with HMIS required data elements
 - c. Ensure confidentiality limitations and requirements are maintained
3. Develop a standardized process for the dashboard
 - a. Establish standards to capture, input, and access information
 - b. Identify opportunities to capture and share data across the state, to understand transitory patterns. Ensure this process aligns with HMIS technical standards
 - c. Maintain open standard API as a means to standardize and streamline access to the data
4. Incorporate a bi-annual audit to:
 - a. Ensure individuals known to providers are accurately captured through the dashboard
 - b. Journey map the experience of a houseless individual to verify the user experience (and ensure individuals are not overwhelmed by requests for information at different touchpoints)
5. Share learnings from the pilot process with the State to highlight potential tools, funding, and/or technical assistance that would be beneficial

➤ **Strategy 3 – Increase and enhance data capture**

1. Streamline data capture in the field
 - a. Map the workflow of CARE field staff capturing data in ServicePoint
 - b. Identify opportunities to improve the process and streamline data capture (e.g., pare down the items needed to capture in outreach contexts)
 - c. Explore the use of tablets for data capture in the field
2. Create a plan to enhance outreach at common touchpoints and agencies where individuals often connect for support but where data are not currently captured
 - a. Identify potential points for data capture (food banks and church pantries, YMCA, schools, etc.)
 - b. Determine if CARE outreach coordinators will go on site, or will liaise with staff/volunteers at the agencies who will be responsible for collecting data
 - c. Develop a process to capture data at these agencies
 - i. Issue ServicePoint licenses to additional users (beyond CARE) to collect assessments
 - d. Train on IT and workflows, as needed
 - e. Launch a 12-week pilot of capturing data at these new sites

- f. Assess the pilot at the close. Gather feedback both from the data collector (CARE or agency), individuals receiving services at the site, and individuals whose data was captured during the pilot
 - g. Revise the process based on feedback and establish a long-term process to capture data at these common touchpoints
- 3. Assess the strength of the Coordinated Entry pilot assessment against metrics/benchmarks (compared with HMIS technical standards)
 - a. With the success of the pilot, expand the number of individuals completing the pilot assessment and capturing data to support Coordinated Entry
 - i. Increase training and the number of ServicePoint licenses, as needed

Enabler #3 – Access to Shelter, Services and Safe Spaces



➤ **Strategy 1 – Expand immediate access to shelter along the full continuum**

1. Form a working group under the CHC to convene shelter providers across the County
 - a. Establish a regular meeting cadence
 - b. The working group will explore areas including, but not limited to:
 - i. Comparing populations served, average occupancy, process for referring when shelters are at capacity, etc.
 - ii. Identifying opportunities (spaces and funding) to expand shelter
 - iii. Assessing feasibility of a no barrier shelter
 - c. The working group will include, at a minimum:
 - i. Helping Hands
 - ii. Tides of Change
 - iii. CARE
 - iv. Walter's House
2. Support CARE's low barrier shelters, including:
 - a. Opening a night-by-night shelter
 - b. Opening 6 to 8 pallet shelters, adjacent to the night-by-night shelter
3. Support CARE in working with the ROCC to retool the 6 existing microshelters to transitional shelters

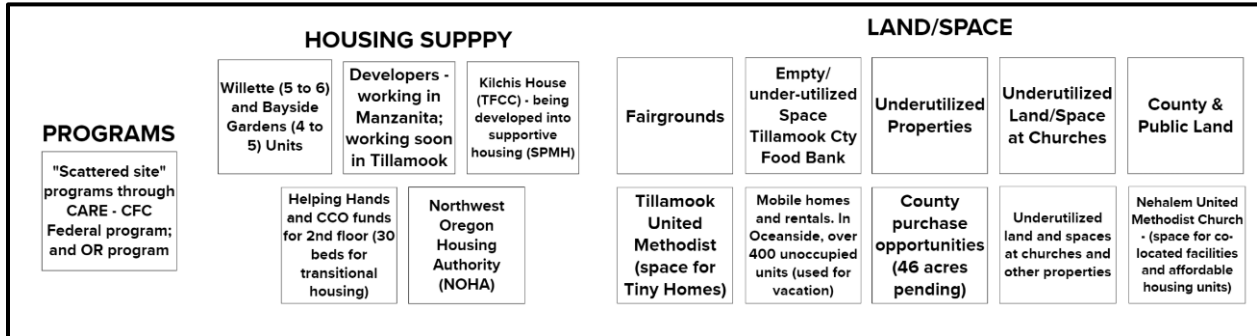
- a. Engage with the Housing CARE Coordinators to support individuals working through the transitional process into permanent housing
 4. Work with city managers to evaluate spaces and share best practices on how to leverage existing spaces, feasibility of expansion, etc.
 - a. Focus on Tillamook City in 2024. Support the city manager in renovating and repurposing one of the more heavily used camp sites in the area
 - b. Identify spaces in other cities and focus on 1 municipality per year through 2028
- **Strategy 2 – Establish multiple access/navigation hubs across the County**
1. Through the CHC, develop a coordinated expansion strategy to explore potential hubs across the County
 - a. Develop standard policies and procedures for County hubs (e.g., what should be offered at each hub, how staffing occurs, what is required of the agency serving as the hub, etc.)
 - b. Catalogue current drop in spaces across the County (e.g., on which days are spaces available? Who staffs them? What is offered?)
 - c. Coordinate with the Tillamook County Community Health Centers syringe exchange program (offered weekly across the County)
 - d. Establish hubs with partners who have offered space
 - i. Nehalem Bay United Methodist Church. The hub will be operated one day a month by CARE, and will offer assessment, service referral etc.
 - ii. Tillamook Family Counseling Center
 - e. Assess other spaces offered by faith partners
 - f. Explore establishing hubs at food banks and pantries (and learning from agencies identified through *Accurate and Actionable Information* enabler, strategy #3, action #2)
 2. Support CARE in opening a navigation center (adjacent to the night-by-night shelter (Access to Shelter, Services, and Safe Spaces Enabler, strategy #1, action #2)). Efforts to open the center will include:
 - a. Gathering input from community partners on important resources to include at the center
 - b. Securing on site services and supports, including a law enforcement liaison, employment specialist, outreach coordinator, crisis response coordinator and shelter community manager
 - c. Leveraging outreach strategies (*Committed and Connected Community* enabler, strategies #2 and #3) to increase awareness of the navigation center and encourage referrals

➤ **Strategy 3 – Increase youth access to services**

1. Launch a youth subgroup under the CHC to explore youth shelter and programming options
 - a. Invite community partners (e.g., Helping Hands, Tillamook Christian Center) to join the subgroup
 - b. Identify and explore potential youth shelter locations, including open houses that could be used as trauma-informed shelter spaces, and the community center by Tillamook High School
 - c. Create space for partners to identify and develop action plans to provide youth-specific programming needs (e.g., education and employment supports, and health and behavioral health services)
 - d. Work with McKinney Vento Liaisons to include youth voice and input into the subgroup. Consider a youth council or ambassadorship to encourage youth participation and to create a path to engage youth in services
2. Regularly convene the McKinney Vento Tillamook County liaisons and CARE team, to share resources and updates on youth needs
3. Ensure youth have immediate access to shelter – through the opening of the CARE night-by-night shelter
 - a. Build out youth shelter programming (e.g., access to Job Corps) – led by CARE
 - b. Design an emergency shelter protocol to streamline processes when a need for shelter surfaces
 - c. When youth are in need of shelter, provide transport and facilitate handoff to shelter staff and back to school the next day– led by McKinney Vento liaisons
4. Support implementation of a youth-focused app (Rapid Access Network for Youth) to increase communication between youth and McKinney Vento liaisons

Enabler #4 – Available and Supportive Housing

The [Tillamook County Housing Commission's](#) mission is to collaboratively advocate for attainable and equitable solutions that impact Tillamook County's greatest housing needs. While expanding access to available and supportive housing is a key enabler of this strategic plan, the Housing Commission is leading our community's work to address housing needs. This plan will detail actions focused on collaborating with and supporting the Housing Commission.



➤ **Strategy 1 – Support the expansion of permanent supportive housing (PSH)**

1. Coordinate with the CHC and CARE to scale relationships with developers and the Housing Authority
 - a. Secure units in new complexes as they open (e.g., as done in Willette, Pacific City, and the 4 permanent supportive housing units under construction at Bayside Commons)
 - b. Build support among leaders for organizations outside the county to also be partners
2. Through the *Accurate and Actionable Information* enabler, increase the number of people identified for housing through expanded data capture and use of coordinated entry
3. Engage with the Tillamook County Housing Commission. Develop a collaborative relationship between the CHC to advance the Commission's work on:
 - a. Engaging the community in conversations to build support for PSH
 - b. Identifying bright spots and best practices around PSH
 - c. Identifying lands and neighborhoods best suited for PSH (e.g., close in proximity to transportation and food)
 - d. Communicating ways PSH can benefit the community (e.g., rehabilitating abandoned buildings and addressing blight)
 - e. Identifying funding to purchase land and rehab buildings (e.g., grants, revolving loans with reduced rates through the Housing Fund)

4. CARE will refine and expand its case management capacity as additional PSH units are established (e.g., by hiring a bilingual case manager)
- **Strategy 2 – Pursue implementation of soft/temporary housing (e.g., the Village model)**
1. Working from the engagement map (*Committed and Connected Community* enabler, strategy #3, action #1), identify a process to capture feedback from individuals with lived experience to inform the Village model
 2. Create a CHC subgroup to explore Village model implementation. The appropriate subgroup members will be informed by the type of Village being implemented (e.g., self-governed? Transitional? Population-specific?)
 - a. Include lived experience representatives (to be paid)
 - b. Establish relationships with builders and designers (to include in the subgroup)
 - c. Explore feasibility. Consider other Village models that could be implemented in Tillamook County (e.g., Tiny Homes, Container Homes, etc.)

Moving Forward

These four areas (Committed and Connected Community; Accurate and Actionable Information; Access to Shelter, Services and Safe Spaces; and, Available and Supportive Housing) are the key enablers to establishing an effective response to houselessness in Tillamook County.

Ensuring a connected community will enable us to coordinate and secure additional resources; capturing and sharing accurate information will enable us to develop responsive solutions; providing access to shelter and services will enable us to meet the individual needs of our residents; and, increasing available housing will enable us to permanently house those in greatest need.

We will pursue these strategies and actions over the next five years. The annual operating plan will prioritize actions and establish metrics for each coming year, allowing us to best align assets and resources with the strategic plan goals. The formation of the CHC (and the subgroups within) will establish the infrastructure needed to maintain momentum and advance the work. The County and the CHC will also continually collaborate to monitor progress.

This approach will allow us to pursue our vision to create a community where anyone facing houselessness has rapid access to the shelter, housing, and services they need to live in a self-directed, safe, and humane way.