



TILLAMOOK COUNTY

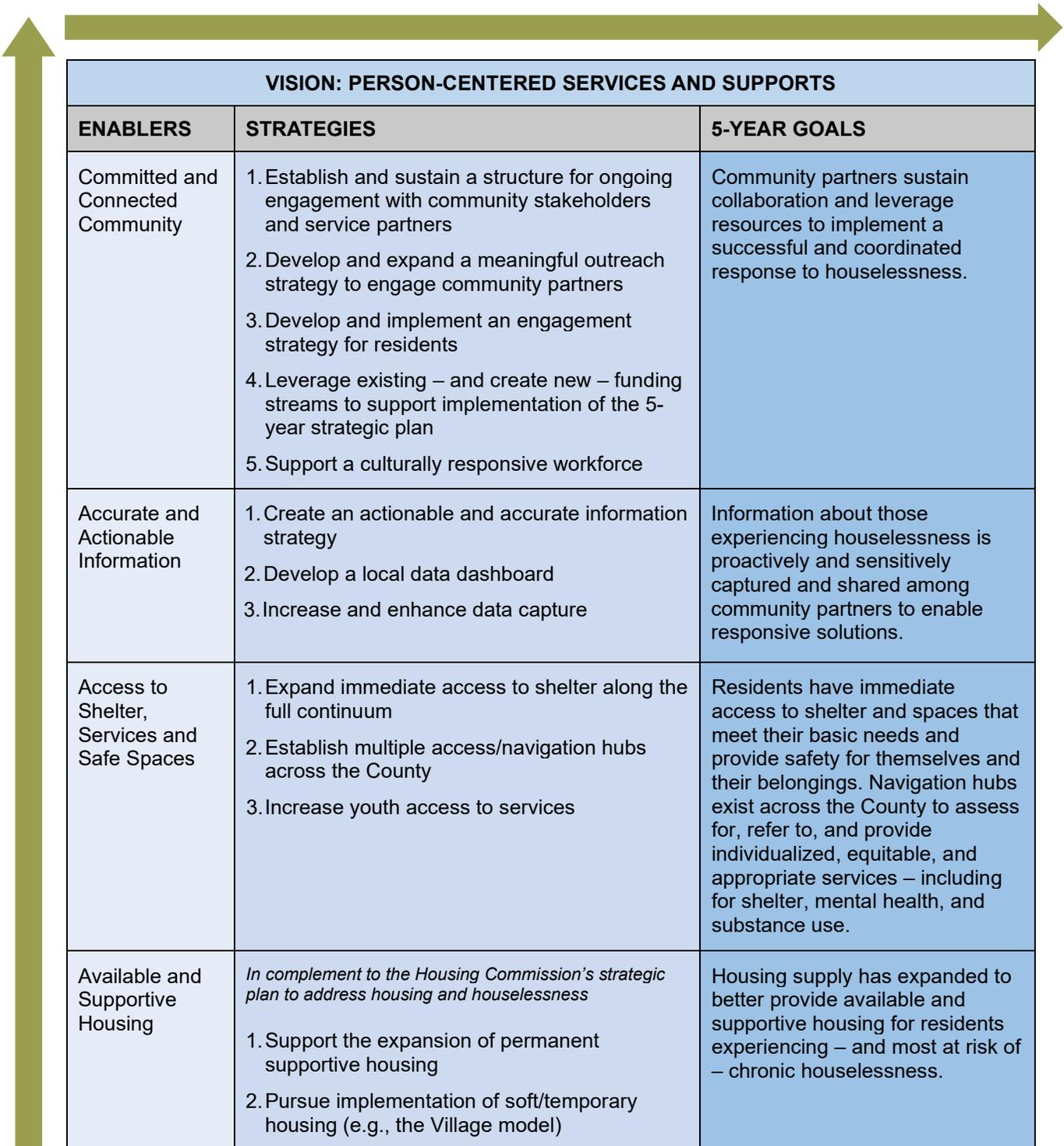
OREGON

5-Year Strategic Plan to Address Houselessness

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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 – Houseless Action Network

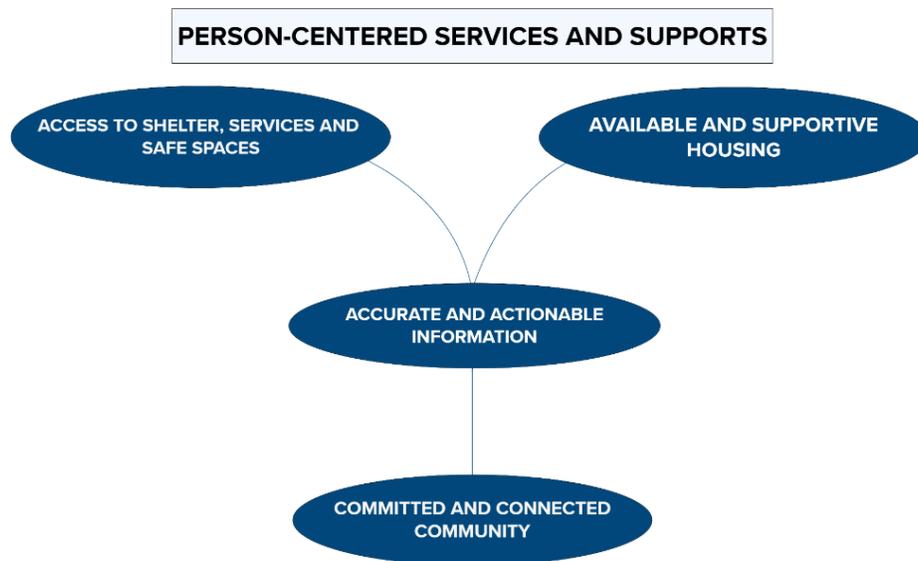
This strategic plan is anchored in the structure of the Tillamook County Coordinated Houselessness System Response Plan.

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 Houseless Action Network (HAN). As detailed below, the HAN 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:

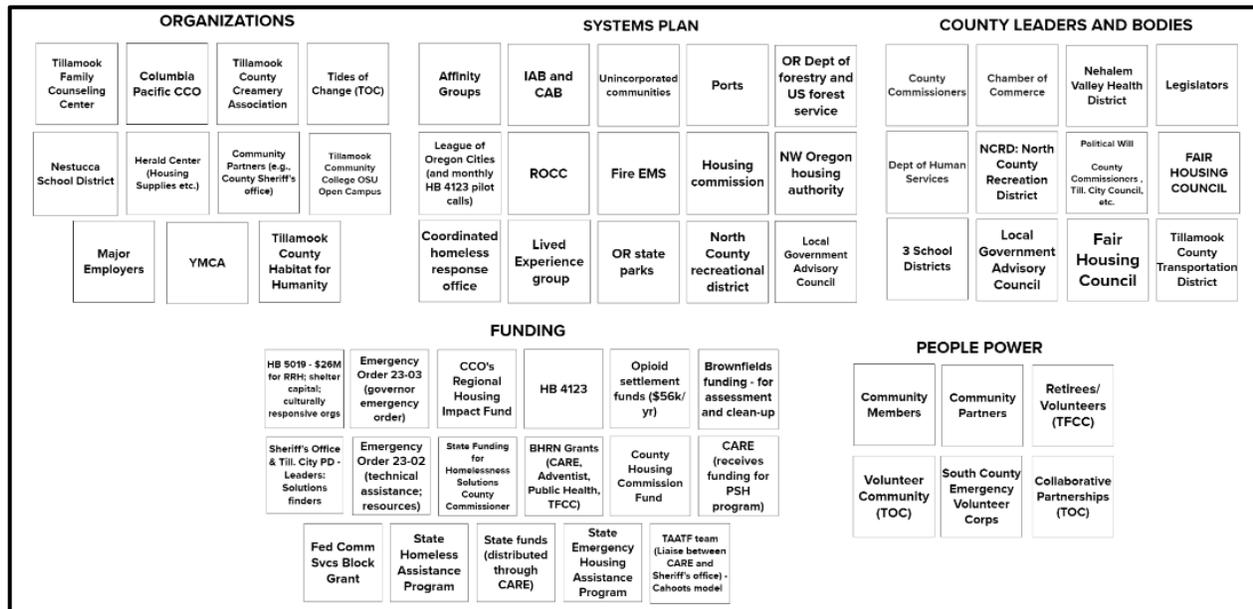
Enabler	In 5 years...
<p>Committed and Connected Community</p>	<p>Community partners sustain collaboration and leverage resources to implement a successful and coordinated response to houselessness.</p>
<p>Accurate and Actionable Information</p>	<p>Information about those experiencing houselessness is 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 HAN.

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 Houseless Action Network (HAN). The HAN will advise the County on implementing the strategic plan.
 - a. Draft a charter and structure for the HAN (to be completed by the County)
 - b. Obtain commitments from the HAN to continue to meet for a minimum of three years
 - c. The HAN 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 HAN
 - d. By December 2023, the HAN 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 HAN process
 - iv. Recommendations for adaptations, additional subgroups, etc.
 - e. In December 2024, the HAN 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 HAN 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 HAN 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 HAN 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 HAN, 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:

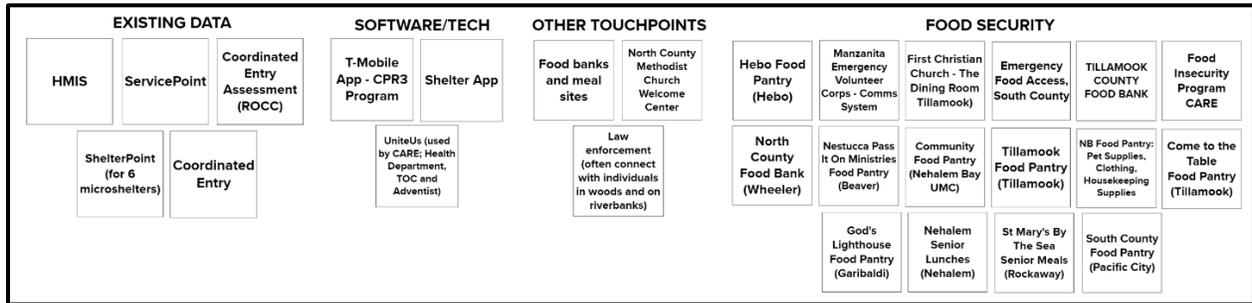
- a. Chamber and business owners (focusing on the downtown main strip and 101)
 - b. Organizations serving older adults (Northwest Senior and Disability Services, Adventist Health, Tillamook Health Department, Marie Mills, etc.)
 - c. Partners who frequently connect with the houseless population but are not represented in the HAN (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 HAN
 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 HAN 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 HAN 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

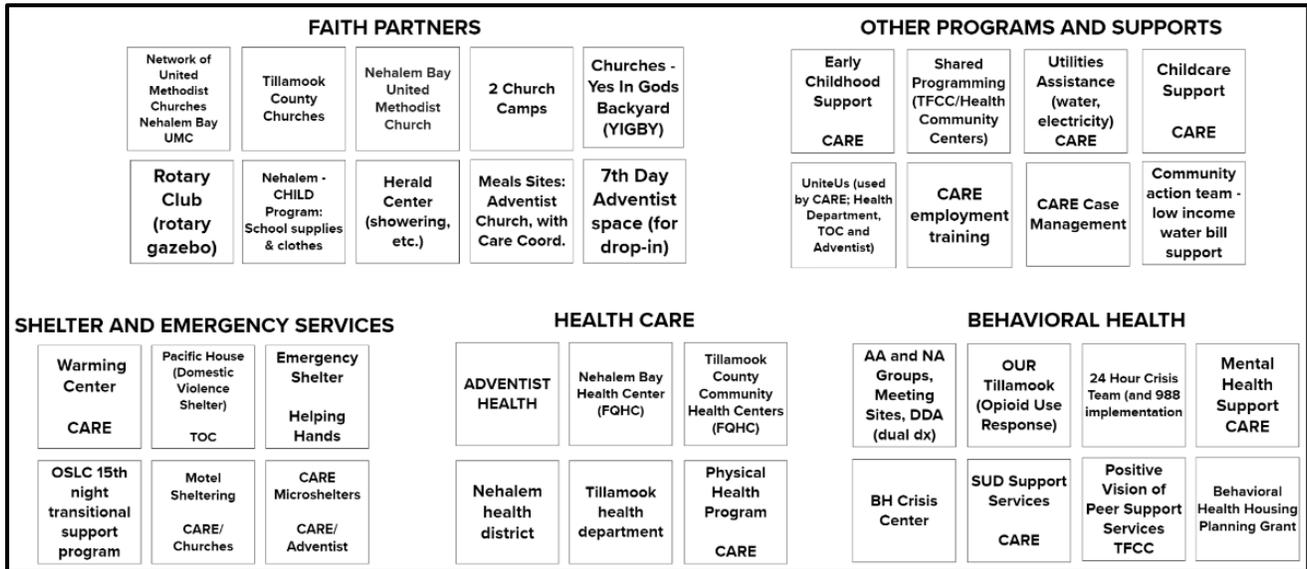
- b. Ensure collected data points align with HMIS required data elements
 - c. Ensure confidentiality limitations and requirements are maintained
- 3. Develop a standardized process for the dashboard
 - a. Establish standards to capture, input, and access information
 - b. Identify opportunities to capture 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 HAN 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

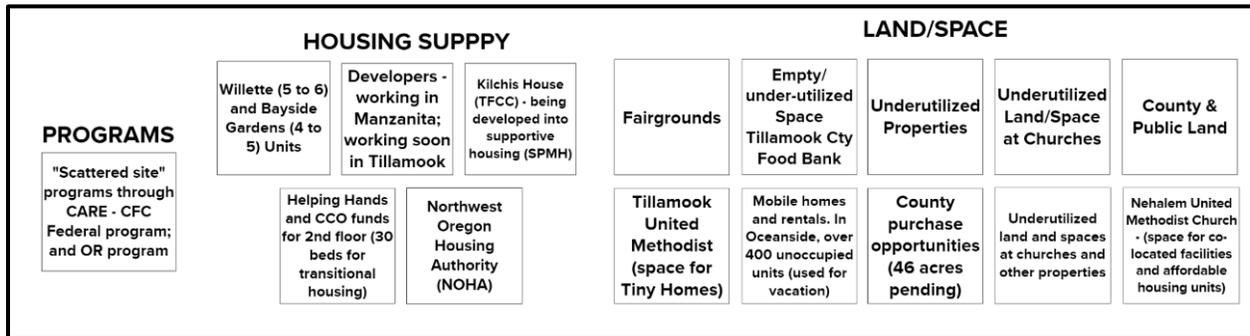
- a. Engage with the Housing CARE Coordinators to support individuals working through the transitional process into permanent housing
 - 4. Work with city managers to evaluate spaces and share best practices on how to leverage existing spaces, feasibility of expansion, etc.
 - a. Focus on Tillamook City 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 HAN, 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 HAN 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 HAN 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 HAN 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 HAN 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 HAN (and the subgroups within) will establish the infrastructure needed to maintain momentum and advance the work. The County and the HAN 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.