

At Home in Lincoln County



A Ten-Year
Housing Plan
For Lincoln County
With A Special Focus On
Chronic Homelessness

Bill Hall & Tom Hatley



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This publication was produced in 2007

A note about the photographs: Many of the photographs in this document portray the faces of individuals and families experiencing homelessness in Lincoln County and their living conditions. Some were taken by Americorps VISTA volunteer Cassadea Hansen; others were supplied by the Samaritan House family homeless shelter and the Lincoln County School District. Other photos are of projects built and maintained by the Housing Authority of Lincoln County, and help illustrate that workforce and special needs housing can be an attractive community asset.

Production: Janet Hessel

Executive Summary

The lack of affordable housing and the growing incidence of homelessness in Lincoln County are increasing issues of importance. There is an overall lack of affordable housing available to local residents due to an increasingly large number of vacation homes owned by absentee owners. Today, eighty to ninety percent of new homes being built are for this secondary market. At the same time, new developments are putting upward pressure on land costs and making issues of housing affordability more pronounced. Coastal areas in Oregon have shifted their economic focus to the service industry and tourism. As a result, there is a dual dilemma, one that produces high housing costs and low average wages. The lack of workforce housing is one of the paramount issues facing Lincoln County.

Lincoln County has an ambitious goal: to see homelessness disappear and see that every citizen has a decent, safe and affordable place to call home.

This housing crisis has many repercussions. Communities on the central coast are seeing increasing numbers of their employees having to commute long distances to work. Although the entire workforce is impacted, this is of particular concern for workers in education, public safety, public works, medicine, and other essential fields. Some of these workers are commuting an hour or more from the Willamette Valley or from different coastal communities that have more affordable housing units. Lower income residents are faring even worse. 30% -40% of households receiving Section 8 housing assistance are unable to find housing within Fair Market Rents while nearly one-half of all rental households are cost burdened, paying more than 30% of their income for rent. Another very noticeable trend is that homelessness throughout Lincoln County is on the rise.

Homelessness has social and economic costs that have been fully recognized only in recent years. Multiple studies have suggested that providing individuals with housing and services is no more costly, and often less costly, than allowing them to remain homeless. The impacts of homelessness on our child welfare system, medical system and public safety system, among others, are far-reaching and well-documented. More difficult to measure, but perhaps even more important in the long run, are the lost contributions to society by those who struggle with this most basic human need.

Homelessness in Lincoln County comes in many forms. Based on data from local service providers, over 1,600

people experienced homelessness in Lincoln County during the last year. Of this number, approximately 10% are chronic homeless and have been without a home for one year or more. Children show up as a predominate category. Roughly 7% of the school enrollment in Lincoln County met the federal definition of being homeless.

Another large subpopulation are those who have been incarcerated and have been paroled or are on probation. These hard to serve individuals are often discharged into the local communities without any thought as to where they will sleep that night. Others experience homelessness because they have mental illnesses, alcohol and drug problems, are being emancipated from foster care or are victims of domestic violence. Others, who live from month to month, are very susceptible to becoming homeless. One medical emergency, job loss, eviction notice or other calamity and they too, are one paycheck away from becoming homeless.

Lincoln County has an ambitious goal: to see homelessness disappear and see that every citizen has a decent, safe and affordable place to call home. A Ten-year Housing Plan for Lincoln County with a special focus on chronic homelessness provides perspectives on what is going on nationally and in Oregon. It gives us a profile of the homelessness and housing crisis in Lincoln County and provides for planned action steps to be implemented over the next ten years.

Multiple action items are included in each of ten different action steps. Action Steps include: Review and Update Strategies and Goals of the Ten-year Action Plan; Adopt Housing First Strategy; Stop Discharging People into Homelessness; Improve Outreach to Persons Experiencing Homelessness; Preserve and Increase the Supply of Affordable Housing in Lincoln County; Review and Change Development Policies to Encourage Affordable Housing Development; Prevent Homelessness before it Starts; Expand Economic Opportunities; Improve and Better Assess Homelessness and Housing Data; and Promote Housing and Homelessness Education.

We urge all residents to help solve this current and impending crisis and help us put an end to homelessness.

Lincoln County Ten-Year Plan

Coauthored by Bill Hall and Tom Hatley

Steering Committee Members

Bill Hall	Don Taylor	Suzi Gonzales
Tom Hatley	Gina Knabe-Umble	Cassedea Hansen
Anne Swinehart	Richard Sherlock	Kacy Jensen
Bridget Dix	Bart Boyer	Hannah Rosenau
Rick Brissette	Joanne Troy	

Stakeholder Committee Members

Bill Hall	Lincoln County Commissioner, Chair	Paul Long	Homeless Resident
Tom Hatley	Community Services Consortium	Tamara Morrow	Siletz Tribal Housing
Gina Knabe-Umble	Regional Housing Center	Karen Ramsden	Regional Housing Center
Vince Chiotti	Oregon Housing and Community Services	Tim Myrick	Advantage Coastal Real Estate
Juanita Daylong	Salvation Army	Bernadette Ray	Trueman Recovery Center
Bridget Dix	Samaritan House	Peter Ray	Progressive Options
Barbara Dougherty	Lincoln Commission on Children and Families	Dave Teem	Newport City Police
Jack Flaig	Samaritan North Lincoln Hospital	Rhonda Walker	Progressive Options
Linda Gast	Legal Aid of Lincoln County	Travis Larson	
Suzi Gonzales	Lincoln County Parole and Probation	Cassedea Hansen	AmeriCorps Vista
Charla Guiwits	Lincoln Co. School District, Homeless Liaison	Deanna Taber	Donation Station Thrift Store
Marie Jones	Community Services Consortium	Kacy Jensen	Housing Authority of Lincoln County
Mark Miranda	Newport Chief of Police	Hathaway Cornelius	Habitat for Humanity
Tom Progin	Department Human Services, Child Welfare	Treva Resler	Homeless Resident
Susan Poling	Lincoln County Board of Realtors	Senitila McKinley	Lincoln County School District, Homeless Liaison
Hannah Rosenau	AmeriCorps Vista	Bonnie Peterson	Siletz Tribal Housing
Richard Sherlock	Hope Rising	Mary L. Cone	Progressive Options
Nancy Smith	Lincoln County Food Share	Jack Duncan	Oregon Housing and Community Services
Anne Swinehart	East County Community Representative	Al Kay	Homeless Resident
Don Taylor	Pastor, First Presbyterian Church	Gerald Stanley	City of Yachats
Joanne Troy	Housing Authority of Lincoln County	Heather Roderick	Open Arms
Jennifer Versteeg	Lincoln Commission on Children and Families	Pat Jacobitz-Adams	Lincoln County Health Department
Theresa Wisner	My Sisters' Place	Ron Green	Community Services Consortium
		Lee Ann Bourcier	Yachats Affordable Housing Committee
		David Huntington	CDC of Lincoln County
		Max Glenn	People Empowering People
		Lee Pate	Assoc. Pastor, Newport Church of the Nazarene

Introduction

This plan has an ambitious goal: to set the communities of Lincoln County on a path that will one day see homelessness disappear and every citizen has a decent, safe and affordable place to call home. It is an expression of the voice of the community, through its political leadership, that this vision is achievable and must be a public priority in the years to come.

Make no little plans; they have no magic to stir men's blood...Make big plans, aim high in hope and work.—Daniel H. Burnham, U.S. architect and city planner

A countywide summit held in October 2005, “Housing Solutions for Lincoln County,” attracted more than 100 participants and helped set us on this path. After the decision was made to move forward, the Lincoln County Board of Commissioners and each of the seven city councils in the county unanimously adopted resolutions of support for the project.

A kickoff event was held September 2006 in conjunction with a day-long visit to the county by Philip Mangano, executive director of the United States Interagency Council on Homelessness. The Board of County Commissioners appointed two groups charged with development of the plan: a steering committee to oversee the project, and a larger stakeholder group to gather data and develop solutions and timelines for implementing them.

The Steering Committee adopted the following statements:

Vision Statement: All people in Lincoln County have the opportunity to live in a decent, safe and affordable home that allows for their physical, emotional and economic well-being.

Mission Statement: The charge of this committee is to develop a ten-year affordable housing plan for Lincoln County with a special focus on chronic homelessness. The plan will identify the problem, identify specific solutions and goals, and establish timelines and resources for meeting those goals. This plan’s particular emphasis on chronic homelessness recognizes that special provision must be made to develop permanent, supportive housing that can accommodate the needs of those long-term homeless, and often disabled persons in our communities who are among those in greatest need.

This document has three principal sections: Part One is a brief introduction to the effort to end homelessness

nationally and in Oregon; Part Two presents the background data that has been gathered over the past several months; and Part Three, the Action Plan, presents solutions, timelines for implementing them, and ways to measure their effectiveness.

A primary interest of the steering and stakeholder committees was to broaden the scope to better represent the housing issues in Lincoln County. This included focusing on the context in which homelessness occurs, the housing issues of working families and of workforce housing. A series of meetings was held by both committees, and community forums took place in Lincoln City, Newport and Waldport. Information and data gathered at these meetings is presented in Part Two and was used to develop Part Three, the Action Plan.

A note about the scope of this plan:

This plan is very broad in scale. A survey of plans to end homelessness by the National Alliance to End Homelessness found that approximately one-third focused exclusively on chronic homelessness while the rest addressed all types of homelessness. This plan for Lincoln County not only encompasses the entire spectrum of homelessness, it also lays out steps that can be taken to address the county’s workforce housing supply. Because of the broad scope, it will be essential for the committees charged with implementing the plan to establish priorities and maintain focus on achievable, measurable results.

For a variety of reasons laid out in Part Two, the county is facing a workforce housing crisis. Taking steps to increase the overall housing supply will not only help the county’s most vulnerable populations, it will also strengthen its economy and the health of its communities by ensuring that the workers providing necessary services can find decent, affordable places to live. We entertain no illusions that the solutions to the problems of homelessness and affordable housing will be simple, quick, or cheap. But we do believe that it is better to identify our needs and begin moving forward than to do nothing.

Although it is the political will of our elected community leaders that has brought these issues to the forefront, it will take the combined efforts of government, non-profit agencies, the faith community, the business community, indeed every citizen to eradicate what Philip Mangano has called the “moral disgrace of homelessness.” I hope you will join in this important effort.

—Bill Hall, Lincoln County Commission Chair,
Ten-Year Plan Steering Committee

1 PART ONE

The Effort to End Homelessness Nationally and in Oregon



In creating and implementing this plan, Lincoln County joins a growing nationwide movement to end homelessness. Although the United States Interagency Council on Homelessness was originally created in 1987, it was dormant for several years before being reactivated in 2002. That action was motivated not only by a growing recognition of the problem of homelessness, but by the realization that there were promising new approaches that made it possible to move beyond managing homelessness toward a vision of ending it.

In 2000, the National Alliance to End Homelessness announced “A Plan, Not a Dream: How to End Homelessness in Ten Years.” This report drew on research and innovative programs from around the country to outline a new approach to addressing the problem of homelessness. Under the leadership of the U.S. Interagency Council on Homelessness, more than 300 cities and counties have launched the development of Ten-Year Plans to End Homelessness.

These plans target a variety of strategies aimed at providing housing and services to shorten the time that people spend in homelessness as well as preventing it in the first place. These are strategies that have been proven through extensive research and that have a focus on measurable

outcomes. This results-oriented approach has further validated these approaches.

At the core of this strategy are two elements: Housing First and Permanent Supportive Housing.

- **Housing First** is an alternative to the current system of emergency shelter/transitional housing, which tends to prolong the length of time that families remain homeless. The methodology is premised on the belief that vulnerable and at-risk homeless families are more responsive to interventions and social services support *after they are in their own housing*, rather than while living in temporary/transitional facilities or housing programs. With permanent housing, these families can begin to regain the self-confidence and control over their lives they lost when they became homeless.
- **Permanent Supportive Housing** is affordable rental housing with support services for low-income or homeless people with severe mental illness, substance abuse, or HIV/AIDS. Some support services are offered in the home, and some are offered in other locations in the community. There are different types of permanent supportive housing, including furnished single room occupancies (SROs), group homes, subsidized Section 8 apartments, and shared living arrangements. While some people stay in permanent supportive housing for only a few months, others may stay for several years, and for some, it will be their permanent living situation.

Here in Oregon, the efforts by Multnomah County and the City of Portland have been in the vanguard of the effort to end homelessness. During the first three years of implementation of this plan, the city has seen a 70 percent reduction in chronic homelessness. As of this writing, one-third of Oregon counties have plans completed, in development or under discussion.

In 2006, Governor Ted Kulongoski approved an Executive Order creating the Oregon Ending Homelessness Advisory Council (EHAC) to develop a Ten-Year Plan to End Homelessness for the state. The state council, co-chaired by Lincoln County Commissioner Bill Hall, is focused on increasing coordination of services by state agencies, advocacy for homeless populations and support to cities and counties in development of local plans. It is scheduled to deliver a completed plan to Governor Kulongoski in December 2007.

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PART TWO

A Profile of Homelessness and the Housing Crisis in Lincoln County

Lincoln County Housing Summit 2005: Report to the Community

As noted in the Introduction, Lincoln County's effort to develop a ten-year affordable housing plan with special focus on chronic homelessness was a direct result of a Housing Summit held on October 6, 2005 in Newport. More than 100 people representing elected officials, bankers, developers, real estate agents, government agencies, private non-profit groups, volunteers, board members, and several people currently or formerly experiencing homelessness, spent the day discussing the entire spectrum of shelter needs in Lincoln County.

One noteworthy event occurred at the lunch hour. Richard Sherlock, representing local advocacy groups Progressive Options and Hope Rising, presented a petition to Bill Hall, facilitator of the Summit. The petition bore the signatures of 47 members of individuals experiencing homelessness in Lincoln County. The signers asked the community to acknowledge their presence and their needs: "We are people without conventional shelter, and we have lived here long enough to have adapted to living by our own wits," the document stated. "Many of us sleep in doorways or on doorsteps; more still retreat to the open woods and wooded private lands where we will be unnoticed."

The key discussion points and highlights of the Housing Summit are grouped according to one of the four breakout session topics.

Homelessness

- There is a need for accurate data and an accurate count of the local homeless population.
- We must advocate for changes in laws and/or administrative policies that contribute to the problem of homelessness such as updating the poverty scale determination methodology and changing benefit policies that are not flexible to meet individual situations and needs.
- We must continue discussion and exploration of ways to reduce administrative costs and improve program coordination among social service organizations.

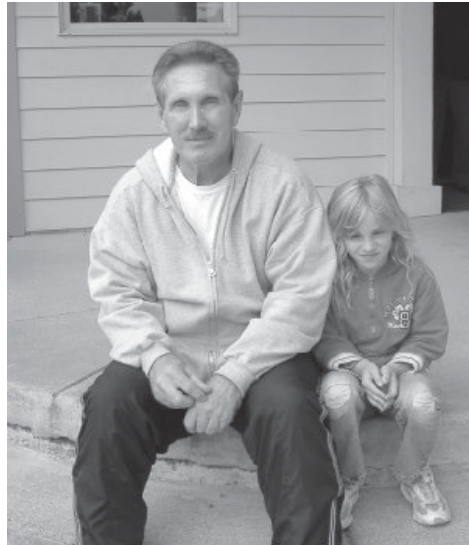


Multi-family/Subsidized Housing (2005 figures)

- There is a need for multifamily rental units for the working poor; those earning 50% of median family income down to 17% of median family income (persons on Social Security Supplemental Income).
- Over 40% of Lincoln County renters pay more than 30 % of their income for housing.
- Real wages have actually declined in Lincoln County since the late 1970s, while the cost of housing has continued to increase.
- There are approximately 900 units of subsidized multifamily housing in Lincoln County. This is about 12% of all rental units.
- There are 400 federal Section 8 vouchers in Lincoln County, with a waiting list of up to two years. Over 1,300 low income households are currently waiting for housing.
- The average annual income of households currently receiving housing assistance is \$12,179.
- Resident services provided to tenants of affordable multifamily housing are aimed at facilitating family self-sufficiency.
- Availability of affordable buildable land is a major hurdle to building affordable housing. Housing development organizations should solicit donations of land.
- The land use process should be streamlined and zoning rules examined to make it easier to site affordable housing (mixed use, parking, setbacks, and density). This will require action at both the state and local levels. System development charges could be amortized rather than due up front.
- There is a need to explore the availability of federal and state funding programs for the elderly, mentally ill and other populations.
- There must be more networking between landlords with available housing and the Housing Authority of Lincoln County.
- Combine several small tax credit projects along the coast in order to address the high overhead costs.

Special Needs/Transitional

- Special needs populations served include people with developmental disabilities, women and children affected by domestic violence, people with mental illness and chemical dependence. Although services exist in this county for all of these populations, the demand far exceeds the supply.
- Funding challenges make it difficult to meet the short-term and long-term needs of these fragile and vulnerable populations.



- Service providers, homeless persons and business persons underscored the need for immediate assistance (such as tents for the homeless) and continued follow up to accomplish the unmet needs of our community.
- There is a severe need for safe and stable transitional housing in Lincoln County. Community involvement is paramount to success.

Homeownership

- There is a need to include affordable home ownership as part of the spectrum of housing planning.
- There is lack of development and lack of developable land.
- There are not enough full-time “family-wage” jobs in the county.
- There are considerable developer challenges with the slow permit processes.
- Provide community education on home ownership, pre-screening for potential buyers and post-purchase mentoring for first-time homebuyers.
- Provide assistance to investors to maintain older homes.
- Speed up the permit process for developers. Defer system development costs. Provide local incentives for low-income housing development.
- Advocate for higher residential density at city and county level, and expansion of urban growth boundaries.
- Encourage employers to provide education to employees to help create home ownership opportunities.
- Educate people early on the impact credit scores have on finances, housing and jobs.

After the Housing Summit

Working Towards a Ten-Year Plan

Traveling throughout Lincoln County, one would not think that there would be a housing shortage. The amount of new construction appears to be sufficient to meet any potential demand for housing.

However, the realities are that 80 to 90% of new housing construction is being done for absentee owners and over 30% of the houses in Lincoln County are vacant or secondary homes for seasonal, recreational or occasional use. The median sales price of a newly constructed home in 2005 was \$298,250.

Housing trends in Lincoln County have changed dramatically over the past five years as evidenced by the chart above. For some time, those in the service industry and other lower-paying positions have struggled with housing availability and affordability. But because of the trends of the past few years, a growing number of employers in all sectors are reporting difficulty in attracting and retaining workers.

There is a housing shortage even for those who are well compensated. At a Lincoln City forum on affordable housing, those in attendance were told that middle income professionals such as teachers and nurses are finding it difficult, if not impossible, to find decent, affordable housing in the communities where they are employed. More and

MEDIAN SALES PRICE	1990	1995	2000	2005
Single Family Houses	\$ 142,,550	\$ 155,000	\$ 177,000	\$ 298,250
Condominiums	\$ 57,500	\$ 107,750	\$ 175,000	\$ 190,000
Ocean Front Lots	\$ 76,250	\$ 164,000	\$ 150,000	\$ 292,500
Non-View Lots	\$ 15,000	\$ 27,500	\$ 36,000	\$ 47,000

FAIR MARKET RENTS	2000	2005	2007
1 bedroom	\$ 386	\$ 508	\$ 543
2 bedroom	\$ 514	\$ 648	\$ 693
3 bedroom	\$ 715	\$ 898	\$ 960
4 bedroom	\$ 777	\$ 1014	\$ 1085

more households with moderate income cannot afford to buy single-family homes and are forced into the rental market. This development has serious repercussions through the entire housing market.

Professional people who rent are looking at the same units that lower income people would occupy, so considerable pressure is put on people with the least resources. In 2006, between 30% and 40% of clients receiving Section 8 housing vouchers from the Housing Authority of Lincoln County were unable to find housing within Fair Market Rents. The end result is a shortage of housing units. Those with the least resources, poorest credit, poorest rental histories, and the presence of mental health issues or people coming out of incarceration are the ones least likely to find or maintain stable housing. Homelessness, at least temporarily, becomes a probability and for many, a reality.



Causes of Homelessness

Data gathered from multiple community forums, public meetings and from stakeholder and steering committee meetings provided considerable insight on housing issues and homelessness in Lincoln County.

People are homeless because there isn't enough affordable housing.

- Experienced workers making decent wages are unable to afford single-family homes. The median sale price for a home in Lincoln County is \$222,161, placing a home out of reach for the average elementary school teacher, police officer or nurse (Oregon Housing Alliance figures).
- The annual income required to rent a two-bedroom apartment in Lincoln County is \$26,800. This exceeds the average annual income for a retail sales person, child care worker, or home health aide (Oregon Housing Alliance figures).
- The annual income required to rent a one-bedroom apartment in Lincoln County is \$21,000. This exceeds the average annual Social Security payment to a retired worker, the annual SSI income for a disabled person, and the average annual pension for a veteran (Oregon Housing Alliance figures).
- The Oregon Coast Community College nursing program is training new staff, but without adequate housing, they will be lost to other communities.
- Some expiring use rental projects are being lost.
- A couple of manufactured home parks have been sold, and the residents were forced to move elsewhere.
- State programs to fund projects are not generally available for people at the lowest income, below 30% of MFI (homeless) or at moderate income, between 80% and 100% of MFI (workforce housing).

People are homeless because work and incomes do not cover the cost of housing, food, transportation, health care and other necessary living expenses.

- There is a need to develop job opportunities, especially for living wage jobs, for homeless people.
- The Employment Department puts the private sector median hourly wage in Lincoln County in 2006 at \$10.48 per hour. A person working full time could afford to pay \$545 a month for rent.
- Lincoln County Food Share can be a critical component in keeping people from becoming homeless. They choose to pay rent instead of buying food because they are able to get food from the Food Bank.
- Families with children are the fastest growing population



of homeless. The common cause of their homelessness is poverty.

- A significant number of families with housing vouchers are unable to find housing that is priced within Fair Market Rents.
- People are struggling to make living wages and do not have enough money to move into housing.
- Childcare is often unavailable and/or expensive, especially for infants, parents working swing shifts, evenings and weekends.
- There are lots of families doubling up, particularly with Latino families. This is often done without the landlord's knowledge or permission. If they are discovered, then everybody gets evicted.

People are homeless because mental illness and/or substance abuse interferes with their ability to find and retain housing.

- Behavior of offenders is often the cause of homelessness. This includes substance abuse, criminal actions and aggressive behaviors; behaviors that are the most dangerous to the community as evidenced by arrest patterns.
- A few homeless individuals bring attention to themselves in order to go to jail.
- Mentally disabled tenants are hard to communicate with. Special needs are not accommodated by most landlords, so they are evicted.
- Some homeless individuals with mental illness and needs for medications to control their illness, either can not afford the medications, do not have a support system to make sure it is taken, or are unable or unwilling to access services.
- Individuals with mental illness often have the lowest incomes (below 30% of median family income) and require housing to be subsidized.

People are homeless because the government safety net has failed.

- There is a need to develop a federal and state legislative agenda as part of this plan that will coordinate with other localities and organizations involved in similar planning.
- Lincoln County receives \$4,000 in housing funds per bi-annum to assist discharged offenders. The funds are often spent in the first few months.
- Over the past 30 years, there has been a lack of funding to maintain housing units for the offender population.
- A comprehensive plan around homelessness is not prioritized or funded at the state level. Homelessness is at the bottom of the priority list.
- Lincoln County Housing Authority provides Section 8 housing vouchers. Tenants pay 30% of their income and cannot pay over 110% of Fair Market Rent. Currently, 30% to 40% of people receiving Section 8 vouchers cannot find rentals because there is a shortage of housing at those prices. If the Housing Authority cannot achieve full utilization of Section 8 vouchers, HUD will reduce funding by a proportional amount the following year.
- Numerous studies indicate that 25% of children leaving the foster care system upon reaching the age of 18 will be homeless in three months.
- In some cases when the Department of Human Services removes a child from parents, the parents will lose their housing and become homeless.
- Clients can wait up to three years from application to receiving Social Security disability benefits.



People are homeless because Federal Policies have shifted funding away from affordable housing

- Federal de-funding trends for affordable housing over the last 25 years directly correlate to the rise in homelessness in the United States.
- HUD's budget in 1978 was \$83 billion; in 2006 it was \$29 billion.
- There is insufficient federal funding for the production, preservation and housing subsidies necessary to meet the needs.
- Since 1996, HUD funding for new public housing has been \$0, while over 100,000 public housing units have been lost to demolition, sale or other removal in the last 10 years.

- In 2005, federal homeowner subsidies totaled over \$122 billion while HUD affordable housing outlays were only \$31 billion.

People are homeless because they are fleeing domestic violence.

- In 2002, police and supportive agencies recorded 851 instances of domestic violence in Lincoln County.
- There is a direct link between alcohol abuse, illegal drug use, poverty, income and the incidence and prevalence of domestic violence.
- For youths under 18, family conflicts are the primary reason they are homeless. According to House Bill 2202 Oregon Runaway and Homeless Youth Initiative Final

Report, many youths leave home after years of physical and/or sexual abuse, strained relationships, addiction of a family member and parental neglect.

People are homeless because they have poor credit, poor rental history, lack of income, or have been incarcerated.

- Clients that have been incarcerated do not qualify for housing subsidies because of felony records.
- Homeless individuals need to qualify for beds under other guises like drug abuse, mental health issues or domestic violence.
- People with felony convictions often live illegally with others that have housing subsidies. If caught, both parties would be evicted.
- The offender population is the least popular and least attractive of the homeless population. Some of this population have expressed that they prefer the county jail to their situation on the street.
- Landlords can pick and choose whom they want to rent to so clients with issues are weeded out.
- Landlords are more sophisticated in checking rental applications and screen out people with bad credit and poor rental histories.
- People who receive 30-day evictions do not have sufficient time to find alternate housing.
- People lack the funds to pay first and last month's rent and deposit.
- HUD regulations mandate the Housing Authority to do criminal background checks and exclude those with criminal records, drug use, sex offenders, prison history and those evicted from public housing.

Lincoln County Concerns

- It is in the best interest of the community to address issues of homelessness, as it is a liability and safety issue to all who live in the county.
- There is negative public perception of homelessness by tourists who don't like panhandling.
- There is a strain on social service agencies.
- Police agencies report increased incidences of people experiencing homelessness trespassing, sleeping in public, using public facilities, littering, and shoplifting.
- There are illegal, unsafe and unsightly shelters and encampments that raise concerns about potential health issues.



- Abandoned vehicles that are parked long-term are sometimes used as sleeping quarters.

Lincoln County Needs

- Homeless behavior is criminalized. People are living in cars, using public facilities such as libraries as de facto daytime shelters. We need to develop a plan to help people and help change the communities' attitude toward homelessness.
- There is a need to look at cooperative ownership of mobile home parks.
- Development of a Community Land Trust for Lincoln County will help provide affordable housing.
- Suggest looking at legislative changes in the county to tax second homes.
- Make sure children can stay in school independent of their living situation.
- Case management can help people get out of difficult situations. Often people have emergency situations and need one-time help.
- There is a need to have some type of shelter available for families with children that experience temporary homelessness so that they don't have to worry about where they will sleep that night.
- There is a need to have the



municipalities and Lincoln County develop and implement a policy on homeless camping that recognizes the social nature of the problem and ensures the most humane treatment for the removal of homeless individuals from camping sites on public property.

Strategies for the Prevention of Homelessness in Lincoln County

The following is a compilation of ideas developed at community forums and stakeholder meetings. Many of these form the basis for the Action Plan that identifies more concrete steps, timelines and measurable goals and outcomes.

- Need more housing in Lincoln County, particularly workforce housing.
- Need free/low cost medical clinics and health care. People have to choose between shelter and medical costs. The Federally Qualified Health Center grant to the County, which established the Lincoln Community Health Center, is a key step toward meeting this need.
- Need employment opportunities to help people support themselves, both part-time work and periodic work.
- Provide job training to clients.
- Need more "Oxford House" shelters.
- Need a funding source to provide rent assistance and deposits; perhaps a revolving loan fund.
- Need more assistance to prevent housing loss for households facing eviction.
- Build stronger mentor – youth relationships and internships.
- Need long-term support network for adults and for youths being released from the foster care system.
- Expand buildable land area in Lincoln County.
- Work with communities to change zoning requirements allowing for higher densities, smaller lot sizes, accessory dwellings, cottage concepts.
- Look into inclusionary zoning.
- Look at a surtax on second homes.
- Provide incentives for developers for building low-income housing, tax breaks or subsidies.

Current Data on the Homeless Population and Services



- Initiate fees to support affordable housing development.
- Find a lawful place for parking of cars and RVs with shower and sanitation facilities. Need a centralized place, address or PO Box where people can be contacted.
- Need a safe, secure temporary shelter where people can stay overnight.
- Need to educate the community about the issues of homelessness and the barriers they face.
- Coordinate services and agencies in efficient and effective ways to prevent duplication.
- Find additional funding for programs.
- Create a better transportation system for those who need to get to jobs and services.
- Need to stop discharging people into homelessness. This will require more housing units and services.
- Need more subsidized housing units.
- Increase the number of permanent supportive housing units.
- Engage the business community into creating housing for their workforce.
- Look at new models – housing cooperatives and community land trusts.
- Preserve existing housing through rehabilitation.
- Preserve expiring use HUD and Rural Development projects.
- Assist residents of mobile home parks from being displaced with mobile home park sales.

Who are the people experiencing homelessness in Lincoln County and how many do they represent?

The number of people experiencing homelessness in Lincoln County is a compilation of data gathered from agencies in Lincoln County serving the homeless population. Agencies include the Lincoln County School District Homeless Liaison; Trueman Recovery Center; Lincoln County Parole and Probation; Lincoln County Health and Human Services; Lincoln County Mental Health; Samaritan House; My Sisters' Place; and Thugz Off Drugz. It is noted that these estimates may include some duplicate counts. It is also noted that many more homeless individuals were not counted. This includes many of those who are doubled up with families and friends, those sleeping in vehicles, in campgrounds, in the woods and those who have exhausted their opportunities for services or who have never attempted to access them.



165 Families and children on the waiting list for emergency transitional shelter.

Persons Experiencing Homelessness in Lincoln County Yearly

*414	Lincoln County School District Youths and children who met the federal definition of homeless (7 % of enrollment).
200	Estimated parents of school-age children.
250	Trueman Recovery Center (Alcohol and drug detox center) Single adults per year.
100	Single adults turned away per year.
100	Lincoln County Adults released from jail and are a part of parole and probation.
65	Alcohol and drug clients and/or receiving temporary aide to needy families.
40	Mental health clients.
20	Recently emancipated youths released from foster care.
72	Samaritan House (Emergency/ Transitional Shelter) Families and children in the emergency or transitional shelter.
165	Families and children on the waiting list.
154	My Sisters' Place (Domestic Violence Shelter) Single women and children served.
48	Single women and children turned away.

30	Thugz Off Drugz Adults with alcohol or drug issues.
1658	Estimate of Homeless Population in Lincoln County during the course of a year. (Approximately 3.8 percent of the population).
Current Shelter Assistance in Lincoln County	
3	Samaritan House, Newport Family units for emergency housing.
6	Family units for transitional housing.
17	My Sister's Place, Lincoln City Spaces for women and children seeking emergency housing from domestic violence. (Soon to be increased to 24 after construction of a new shelter).
7	Trueman Recovery Center, Newport Beds for alcohol/detox clients.
5	Beds for offenders in transition.
30	Thugz Off Drugz Beds for alcohol/drug addicted adults.
497	Housing Authority of Lincoln County Section 8 Vouchers reduced to 427 in July of 2007

* Homeless children are minors who lack a fixed regular, and adequate nighttime residence. For the 2005-06 school year, 24 children were in a shelter or transitional housing, 261 children were doubled-up or sharing housing, 36 children were unsheltered (car, RV, camping), 38 children were in a motel or hotel and 55 children were unaccompanied or on their own.

Survey of Individuals Experiencing Homelessness in Lincoln County

Two surveys of the county's homeless population have been conducted in the past few years. There is a strong correlation between many of the key findings of both surveys. Both indicate that the majority of individuals experiencing homelessness in the county have been in the community a significant amount of time (four or more years). Both point to economic issues, mental health challenges and substance abuse problems as the key drivers of homelessness. Both show about 40% of the total homeless population to be children. There is also a correlation between the results of these surveys and many national studies of the homeless population.

Summary of 2005 survey: Hope Rising

In late 2004 and early 2005, an advocacy group, Hope Rising conducted a survey of 101 individuals experiencing homelessness. Key findings included: 51.4% of respondents had lived in the county more than four years; 66.3% said they had become homeless due to job loss; 30.7% said they had become homeless due to being a victim of domestic violence or other crime; and 29.7% said they had a physical or mental disability. The complete results are available at: <http://www.sightwise.org/hoperising/>

Survey Conducted for the Ten-Year Plan

A series of surveys and interviews of individuals experiencing homelessness was randomly undertaken in Lincoln County between December 2006 and February 2007. A total of 70 surveys, representing 140 individuals, were completed and tabulated from a variety of places including Samaritan House; Thugz Off Drugz; My Sisters' Place, Lighthouse Vineyard Soup Kitchen; Trueman Recovery Center; Yachats Youth & Family Center; Waldport Food Pantry; First Baptist Church; St. Stephens Church; Calvary Baptist; Seventh Day Adventists; Elks Thrift Store and Lincoln County School District. A copy of the survey is included in the Appendix.

Pertinent Facts About Survey Respondents include the following:

93% of respondents said they are currently homeless.

51% of respondents experiencing homelessness are between 31-50 years of age.

23% are between 51 – 65.

22% are between 21 – 30.

4% are under 21.

46% of the surveyed population are single males.

38% are single females .

16% are couples.

Children are present in 41% of households experiencing homelessness. There are 59 children present in the 29 identified households surveyed.

4 of 32 single males have children.

19 of 27 single females have children.

6 of 11 couples have children.

61% of respondents said they have a source of income.

63% of respondents said they sought paid employment.



Children are present in 41% of households experiencing homelessness.

54% said they have been homeless for six months or more.

12% said they have been homeless for one month or less.

62% of respondents lived in Lincoln County prior to becoming homeless.

49% of the respondents have lived in Lincoln County for four years or more.

18% of the respondents have lived in Lincoln County for six months or less.

One-half of the people experiencing homelessness have lived in Lincoln County for four or more years

The major factors that caused homelessness included the following:

Not enough money	45%
Job loss	34%
Alcohol/drugs	31%
High cost of housing	27%
Domestic violence	26%
Health/illness/injury	23%
Jail/court related	19%
Family break-up	18%
Eviction	18%

Over 50% of the respondents surveyed expressed they have some type of physical, mental or other disability.

17% of those surveyed said they are veterans.

62% of the people lived in Lincoln County prior to becoming homeless

**Survey Conducted for
the Ten-Year Plan
continued**

The services most often accessed by people experiencing homelessness are:

Emergency food	71%
Emergency shelter	46%
Emergency medical	24%

People responding to the homelessness survey indicated they live in a variety of places.

Shelter	34%
Camping	33%
Family/Friends	14%
Car	09%
Motel	06%
Streets	06%
Camper	02%

Survey participants were asked their most pressing needs:

Housing	80%
Employment	49%
Food	39%
Medical services	29%
Financial assistance	27%
Counseling	20%
Alcohol/drug care	19%
Legal assistance	16%

3 PART THREE

Action Steps Summary of Action Steps

- 1 — Review and Update Strategies and Goals of the Ten-Year Action Plan
- 2 — Adopt Housing First Strategy
- 3 — Stop Discharging People into Homelessness
- 4 — Improve Outreach to Persons Experiencing Homelessness (“Opening the Back Door”)
- 5 — Preserve and Increase the Supply of Affordable Housing in Lincoln County
- 6 — Review and Change Development Policies to Encourage Affordable Housing Development
- 7 — Prevent Homelessness Before it Starts (“Closing the Front Door”)
- 8 — Expand Economic Opportunities
- 9 — Improve and Better Assess Homelessness and Housing Data
- 10 — Promote Housing and Homelessness Education



Action Step 1: Review and Update Strategies and Goals of the Ten-Year Action Plan

TASKS	LEAD PARTY	TARGET DATE
Create a permanent governing committee to monitor progress of the Ten-Year Plan. Review and update quarterly.	Lincoln County Commissioners	10/07
Create subcommittees to implement action steps of the Ten-Year Plan.	TYP Governing Committee	As needed
Establish baselines to measure success of plan and monitor progress.	TYP Governing Committee	2/08
Secure funding for a paid position to support the work of the Governing Committee and its subcommittees.	TYP Governing Committee	7/08

NOTES:

The Governing Committee should meet on a quarterly basis, or more frequently if needed. Measures of the plan's success will include reductions in overall homeless counts, reductions in incarceration and emergency room admissions of homeless individuals, numbers of individuals placed into permanent supportive housing and construction of new affordable housing units.

Action Step 2: Adopt Housing First Strategy

TASKS	LEAD PARTY	TARGET DATE
Create and adopt strong statement of Housing First as the guiding philosophy of all housing programs in the TYP.	TYP Governing Committee	10/07

NOTES:

Housing First is a clinically driven practice that has been proven to be effective through extensive research. Through its website (<http://www.csh.org>), the Corporation for Supportive Housing provides detailed information about this concept. The Governing Committee should ask all agencies providing housing and support services to subscribe to Housing First as a guiding principle and ultimate goal.

Action Step 3: Stop Discharging People into Homelessness

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Identify housing units for people who have been incarcerated or are on parole.	State Department of Corrections, Lincoln County Community Corrections, Trueman Recovery Center, Thugz Off Drugs, CSC	Develop inventory of number of units needed to serve each subgroup of the population. Establish goals and timelines for purchase or construction. Identify funding sources.	Ongoing
Develop support systems for those making the transition from incarceration back to the community.	Lincoln County Community Corrections, Housing Authority of Lincoln County	Study models from other communities and develop strategies for implementing a local program.	10/08
Develop strategies to address needs of teens who will be leaving the foster care system after their 18 th birthdays.	TYP Governing Committee, Lincoln Commission on Children and Families, Lincoln County School District, Oregon DHS	Study models from other communities and develop strategies for implementing a local program.	10/08
Support expansion of existing Drug Court program and encourage creation of similar behavioral treatment court programs, including Mental Health Court.	TYP Governing Committee		Ongoing
Establish jail diversion program.	TYP Operations and Governing Committees, Lincoln County District Attorney		12/08
Review or establish jail discharge protocols regarding housing and services referrals.	TYP Governing Committee, Lincoln County Sheriff, District Attorney, Community Corrections		12/08
Review or establish hospital discharge protocols regarding housing and services.	TYP Governing Committee, Newport and Lincoln City Hospital Boards		12/07

NOTES:

Youth who are aging out of foster care need assistance with life skills, mentoring, job training skills, internships and housing placement. The “Lighthouse Ranch” model, which is in place in several communities in the United States, is a faith-based approach that provides housing and programs

for teens that are experiencing homelessness.

The Drug Court model has proven to be extremely effective in helping individuals who have been charged with drug-related crimes on a repeat basis. This model helps them

overcome their addictions and return to healthy, productive lives. Individuals in Drug Court receive treatment under the supervision of the court and have a number of incentives to complete their treatment, including dismissal of criminal charges. There are also immediate sanctions for those who do not comply with the program. The Drug Court model has been broadened to include other Behavioral Treatment Courts, including Mental Health Courts. The approach to providing wraparound services (encompassing treatment, housing, education, skills training and more) in all of these courts is one that can and should be mirrored in other social service programs. The Lincoln County Drug Court was established in 2006. The Governance Committee should monitor its progress and encourage expansion of Behavioral Treatment Courts in Lincoln County.



former living and social environments. The Oxford House model, represented locally by Thugz Off Drugz, provides a drug and alcohol-free living environment with a high degree of structure and accountability and has been proven to be very effective in reducing recidivism. It is also cost-effective and fits into neighborhoods.

Several promising approaches have been developed to aid the general offender population in making a successful transition back to the community. A program called “Home for Good” has been developed in several Oregon communities that brings together local corrections, Housing Authorities, and the faith community to provide supports to transitioning offenders. This model should be carefully studied to see if it can work

in Lincoln County. For more information:
http://www.oregon.gov/DOC/TRANS/religious_services/rs_hgo_program.shtml

People recovering from addictions who are leaving incarceration are at high risk of relapse if they return to their

Action Step 4: Improve Outreach to Persons Experiencing Homelessness

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Action Step 4: Create a resource information directory of services and assistance programs in Lincoln County.	Open Door		7/07
Update Resource Directory on an annual basis.	TYP Governing Committee		Annual
Establish a 24-hour 211 telephone information and referral line for human services programs.	TYP Governing Committee	Identify funding sources. Identify lead agency to house and operate the service.	1/13
Establish Daytime Service Centers for individuals experiencing homelessness.	TYP Governing Committee	Identify sites, facilities and services to be provided. Address funding and staffing issues.	1/08 Lincoln City 7/08 Newport 7/09 Waldport
Provide training opportunities to local law enforcement officers in outreach to homeless populations.	TYP Governing Committee, county and city governments, Lincoln County Sheriff, and police agencies	Compile information on available training programs. Identify funding sources. Schedule trainings.	7/08

Action Step 4: Improve Outreach to Persons Experiencing Homelessness *continued*

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Strengthen and expand the capacity of existing agencies that serve individuals experiencing homelessness or housing instability.	TYP Governing Committee, agency staff and volunteers	Agencies should make community education, resource development, and coordination of services top priorities.	Ongoing
Improve the service coordination among agencies that serve individuals experiencing homelessness or housing instability.	TYP Governing Committee, agency staff and volunteers	As a first step, contract only with agencies who formally commit to Housing First and agree to re-orient their services toward achieving housing outcomes.	Ongoing
Conduct a Project Homeless Connect Event.	Lincoln County Food Share TYP Governing Committee	Identify site for event and services to be offered. Engage providers. Publicize event in community and through the media.	10/07 and regularly thereafter
Provide overnight shelter for single adults and families experiencing homelessness.	TYP Governing Committee		10/09
Encourage local governments to develop/implement a policy on homeless camping as per ORS 203.077 and 203.079.	Legal Aid of Lincoln County		1/09

NOTES:

The TYP Steering and Stakeholder Committees have settled on creation of daytime service centers as a short-time goal for individuals experiencing homelessness. Ideally, these centers should be located on or near major streets to provide easy access. Desirable features would include showers, laundry facilities, a message center (mail and telephone), computers, information and referral to services, assisting people in obtaining Social Security and other government benefits and medical care.

Many individuals experiencing homelessness have difficulty accessing the range of services offered by private non-profit agencies, county government and state agencies due to a simple lack of knowledge. Creating and maintaining a resource directory will be helpful not only to individuals and families experiencing homelessness, but to service providers, police and others.

In addition to the resource directory, it will be important to develop a centralized information and referral service. This will improve access to services for individuals experiencing homelessness and allow agencies to better focus on service delivery. Ideally, this service will be provided through the daytime service centers.

Another logical extension of the information and referral concept is a 2-1-1 telephone line. Nationally, the United Way is spearheading an effort to establish 2-1-1 service to provide a single point of access to services addressing basic human needs; physical and mental health services; employment supports; supports for older Americans and persons with disabilities; support for children, youth and families; volunteer opportunities and donations. The TYP Governing Committee should monitor the progress of this national effort and pursue public and private funding opportunities that could help establish such a service locally. For more information: <http://www.211.org/>

Project Homeless Connect originated in San Francisco. The model has been replicated with much success in cities across the United States. Most participating communities organize one-stops run by volunteers offering homeless people assistance with housing, health care, legal issues, benefits enrollment, treatment and other basic needs. The first Lincoln County Project Homeless Connect will take place in conjunction with the launch of this plan. The Governance Committee should support the continuation of this event on an ongoing basis.



Although the focus on addressing homelessness nationally has shifted toward permanent solutions rather than temporary shelter, the TYP Steering Committee believes that Lincoln County must look at interim steps to increase the supply of emergency shelter available to those without housing of any kind. This effort faces many challenges including location, funding, and staffing (paid or volunteer), but is necessary for the well-being of both individuals experiencing homelessness and the community as a whole. Potential options for the Operations and Governing Committees to explore include:

- Setting up a network of churches following the model of the Interfaith Hospitality Network. In this model, several

churches in a community work together to provide overnight shelter on a rotating basis. While it would be optimal to have this available on a year-round basis, even a limited program operating during the wettest and coldest part of the year

would be desirable for those now without shelter of any kind. More information is available at <http://www.nihn.org/ihn/ihn.html>.

- Opening public buildings such as community centers and recreation centers as cold-weather shelters when temperatures fall below 40 degrees.

- Allowing individuals experiencing homelessness to camp in supervised locations or to park in non-residential

areas. Any potential group campsite, or tent city, would face a host of challenges, including zoning, legal issues, sanitation and neighborhood opposition. It is also not an ideal long-term option for people experiencing homelessness. Nevertheless, the idea is worthy of exploration as a way to meet the immediate shelter needs of families and individuals who now lack other alternatives.

Dignity Village in Portland is a well-known example of a successful tent city, and is featured in a recently-produced “Tent Cities Toolkit” which consists of an interactive DVD and provides guidance for those interested in establishing a tent city. More information is available at: <http://www.kwamba.com/participatory.tentcities.html>

Action Step 5: Preserve and Increase the Supply of Affordable Housing in Lincoln County

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Obtain State and Federal assistance to create 25 new units of Permanent Supportive Housing per year.	CSC, Housing Authority of Lincoln County, Community Development Corporation of Lincoln County		Annual
Create 100 units of Affordable Workforce Housing per year.	CSC, Housing Authority of Lincoln County, Community Development Corporation of Lincoln County, private developers		Annual
Create 75 units of Affordable Senior Housing per year.	CSC, Housing Authority of Lincoln County, Community Development Corporation of Lincoln County, private developers	Apply for HUD 202 funding for low income seniors.	Annual

Action Step 5: Preserve and Increase the Supply of Affordable Housing in Lincoln County *continued*

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Create a Community Land Trust to Serve Lincoln County.	TYP Governing Committee, CSC	Establish corporation and recruit board of directors.	3/08
Develop strategies to preserve tax credit and expiring use projects as affordable housing.	Housing Authority of Lincoln County	Identify projects and number of units. Identify and pursue funding sources.	Ongoing
Increase the bed capacity of the My Sisters' Place domestic violence shelter.	MSP/CSC		3/08
Increase the bed capacity of Trueman Recovery Center alcohol and detox clients from 12 to 24.	TRC/CSC		12/08
Increase the bed capacity of Thugz Off Drugz.	TOD/CSC		12/08
Provide housing rehabilitation funds to investors to upgrade affordable rental units to low and moderate income households.	CSC		Ongoing
Apply for HUD Section 811 housing funding for people with disabilities.	CSC, Housing Authority, CDC		Ongoing
Take advantage of all state and federal funding for people with disabilities.	TYP Governing Committee		Ongoing

Notes

The housing production goals listed above come with a couple of strong cautionary notes:

First, they are preliminary estimates, based on current levels of unmet needs as we are best able to measure them at this time. These numbers will need ongoing review to ensure they reflect actual levels of need. A comprehensive workforce housing needs assessment, recommended in Action Step 9, for example, should produce a better estimate of the gap between the demand for workforce housing and the actual supply.

Second, *the resources to meet these goals do not exist at this time*. This document and the goals included in it reflect a local commitment to work toward the day when those resources will be available, but it must be recognized the gap between current resources and needs is quite large.

The Community Land Trust (CLT) model has great promise for Lincoln County, due to the finite nature of the land and housing supply and a steadily escalating demand. The trust, a non-profit corporation, acquires land and homes through donation or purchase and retains ownership of the land. Homes are sold to qualifying buyers, usually those at or below the median income for the area. They hold title to the house itself and a long-term (generally 99-year) lease on the

property. Most, if not all, CLTs have in place “limited equity” policies and formulas that restrict the resale price of the housing in order to maintain its long-term affordability. These features of the CLT model provide homeownership opportunities to people who might otherwise be left out of the market.

The website of the Housing Assistance Council offers a report that provides a good overview of CLTs. It is available at:

<http://www.ruralhome.org/pubs/CLT/contents.htm>



links to local trusts across the country. Visit: <http://www.iceclt.org/clt/>

Recent research on community land trusts found that the affordability of CLTs was not only preserved upon resale of the home, but it actually increased. According to the article: “...on average, homes were resold to households earning 4% less than the original purchasing household.” The same article also discusses the potential for Land Trusts to provide low-cost rental housing, in addition to home ownership.

The full article may be found at: http://www.community-wealth.org/_pdfs/

[articles-publications/clts/article-greenstein.pdf](http://www.community-wealth.org/_pdfs/articles-publications/clts/article-greenstein.pdf)

The Institute for Community Economics has a range of information and resources on CLTs, including FAQs and

Action Step 6: Review and Change Development Policies to Encourage Affordable Housing Development

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Work with the cities and the county to change development codes to enable more affordable housing to be developed.	TYP Governing Committee		12/07
Work with the cities and the county to develop and update formal housing production plans.	TYP Governing Committee		Ongoing
Work with cities and the county to change zoning requirements to enable more affordable housing to be developed.	TYP Governing Committee		12/07
Initiate local fees to support affordable housing development.	TYP Governing Committee, county and city governments		7/08
Work with the State Legislature to allow for inclusionary zoning.	TYP Governing Committee		Ongoing until achieved
Encourage the State, county, cities and private developers to donate surplus land for affordable/special needs housing.	TYP Governing Committee	Develop inventory of potential properties.	Ongoing

Action Step 6: Review and Change Development Policies to Encourage Affordable Housing Development *continued*

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Advocate at the state and federal levels for increased investment in affordable housing programs.	TYP Governing Committee		Ongoing

Notes:

City and county governments have a variety of opportunities to encourage and help fund development of affordable housing for the county's workforce and special needs populations. The TYP Governing Committee should encourage each city and the county to assign their planning commission or a special task force to consider the following:

•System Development Charges and the Permit Approval Process

System Development Charges (also known as Impact Fees) are assessed on new construction to help cover the costs of infrastructure (roads, sidewalks, sewer and water lines, etc.) and are an important financing source. A number of governments, however, have recognized the impact of these fees on the cost of housing construction and have waived, reduced, or allowed extended payout of these charges for homes that will sell below a certain price or for developers who agree to establish rent caps. Other communities have adjusted the fees to reflect the impacts of new construction. For example, fees might be reduced for smaller homes and for infill developments, which have lesser impacts than larger homes and new subdivisions.

An article in the HUD publication "Research Works" summarizes many of these issues:

http://www.huduser.org/periodicals/Researchworks/julyaug_07/RW_vol4num7t2.html#t2

A HUD paper, "Impact Fees and Housing Affordability," provides an in-depth discussion of these issues. It can be found at:

<http://www.huduser.org/publications/affhsg/impactfees.html>

The city of Atlanta, Georgia, one of the case studies in the report, reduces impact fees if a property will rent for between 60 and 80% of the fair market rent or if its sales price falls between 1.5 and 2.5% of the median family income. The fees are waived completely if the

rent is below 60% of the fair market rent or the sale price is less than 1.5% of the median family income.

Time is money for developers. The county and cities should look at providing fast-tracking for permit approvals for affordable housing. They could also consider pre-approving certain sites for affordable housing and/or special needs shelters.

•Donation of Surplus and Tax-Foreclosed Land

Each city and the county should be encouraged to review their inventories of surplus and tax-foreclosed land to determine if any of it is suitable for donation to qualified non-profit housing developers, such as Habitat for Humanity and the planned Community Land Trust. Although the number of foreclosures in Lincoln County has fallen dramatically in recent years, they are still occurring, and some of the land may include existing homes or be suitable for residential development.

The county holds title to foreclosed properties, but proceeds from their sale are shared with all affected taxing districts. As a result the community college district, school district, cities, ports and others would need to be consulted in development of such a policy. One option might be to donate foreclosed land if a suitable developer is available and a majority of the taxing districts involved agree.

•Zoning and Code Requirements

Oregon's Land Use Goal 10 requires cities and counties to "provide for the housing needs of citizens of the state" by encouraging "adequate numbers of...housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households." The county and cities should examine whether their current comprehensive plans and zoning are meeting this goal. For example: is an adequate amount of land zoned for multi-family development available?

The county and cities should review their permitting standards to ensure they meet state mandates for

clarity and objectivity. ORS 197.307(6), relating to approval standards for residential development, provides: “Any approval standards, special conditions and the procedures for approval adopted by a local government shall be clear and objective and may not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay.”

The county and cities should review parking requirements for multi-family developments. Some projects, especially those serving senior or disabled populations, are likely to require less parking. The county and cities should encourage mixed-use development; consider allowing higher densities in some locations, smaller lot sizes, skinny streets, alley access lots, flag lots, infill development, accessory dwellings, cottage style and non-traditional housing types. Each entity should consider a design charrette for elected and appointed officials to explore these options. Other options to consider: enacting minimum density requirements; density bonuses for affordable developments; allowing duplexes on corner lots in single family zones; allowing development of existing substandard lots; and allowing manufactured home subdivisions.



Encouraging the inclusion of accessory dwelling units in new construction and their addition to existing structures could be particularly advantageous in Lincoln County, where there are a large number of second homes. Some full-time residents might want to provide a separate living space for an aging parent or an adult child. Some part-time residents would likely appreciate the security and extra income generated by a full-time onsite resident. Accessory dwelling units also can provide an opportunity for a paid caregiver to live under the same roof as the primary homeowner. They should be an outright use, rather than requiring a conditional use permit, which can be an expensive and time-consuming process.

Most communities that allow accessory dwelling units exempt duplexes from standard building code requirements for items such as firewalls and sound separation, which helps limit construction costs. One concern is to avoid these units turning into short-term rentals. Requiring permanent residency (by prohibiting rentals of less than 45 days’

duration) and establishing a rent ceiling are possible approaches to preventing this problem.

An overview of the benefits of accessory dwellings is available at HUD’s Regulatory Barriers Clearinghouse: <http://www.huduser.org/rbc/newsletter/vol3iss1more.html> Another useful report was prepared by the Municipal Research and Services Center of Washington state. It can be found at: <http://www.mrsc.org/Publications/textadu.aspx>

• Inclusionary Zoning

Inclusionary zoning (IZ) requires developers to make a percentage of housing units in new residential developments available to low- and moderate-income households. In return, developers receive non-monetary compensation in the form of density bonuses, zoning variances, and/or expedited permits, that reduce construction costs. By linking the production of affordable housing to private market development, IZ expands the supply of affordable housing while dispersing affordable units throughout a city or county to broaden opportunity and foster

mixed-income communities. A report by the American Bar Association provides an overview of the opportunities and challenges associated with inclusionary zoning:

[http://www.neahcasa.org/5%20Public%20Policy documents/InclusionaryZoning.pdf](http://www.neahcasa.org/5%20Public%20Policy%20documents/InclusionaryZoning.pdf)

Cities and counties in Oregon were prohibited from use of inclusionary zoning in 1999. The TYP Governing Committee should work with local elected officials and statewide advocacy groups to encourage the legislature to again make this option available to local jurisdictions.

• Non-traditional Housing Models

The county, cities and private developers should all be encouraged to look at non-traditional housing types. This can include older models that have fallen out of favor and newer concepts. These include:

- SRO (single-room occupancy) units (old motels are an excellent candidate for conversion to SROs).
- Modular and pre-fabricated homes
- Cottage neighborhoods or communities. These feature smaller homes and shared common areas. A Washington State firm, The Cottage Company, has

completed several successful projects. More information is at: <http://www.rosschapin.com/> and <http://www.cottagecompany.com/>. A variation on the cottage concept is *co-housing*.

—Co-housing. This concept features small homes, cars kept at the edge of the site, shared laundry, community and guest space, and sometimes shared cooking and eating space. Co-housing residents are consciously committed to living as a community, and are active in the design and operation of their own neighborhoods. More information is available at: <http://www.cohousing.org/default.aspx>

—Concrete dome homes (see the website of the Monolithic Dome Institute, www.monolithic.com, for more details)

•Formal Housing Production Plans

The TYP Governing and Operations Committees should work with economic development groups, chambers of commerce, public and private agencies and others to develop housing production plans that include:

—Number of permanent supportive housing units to be developed

- Subsidized with services
- Unsubsidized with services

—Number of units of low-income housing to be built

- Subsidized to less than 30 % of the county's median income
- Tax-credit workforce housing

•Local Fee Options

Although local government faces many compelling demands for limited resources, there are opportunities to generate funding for workforce housing:

The county and many cities have supported the development of affordable housing in the past by providing property tax exemptions. This has been a significant step toward making several projects feasible. Current and future county and city leaders should be encouraged to consider this policy option where appropriate.

—The City of Bend has instituted an affordable housing fee of one-third of 1% of the property valuation on all building permits. The fee is expected to raise \$750,000 in 2007 and \$2 million in 2008 toward building affordable housing. However, the 2007 session of the Oregon Legislature approved a bill allowing school districts to impose a construction tax to pay for building projects. The same bill prohibits cities and counties from imposing a construction tax for any other purpose until 2017.

—State law allows counties to impose local fees for the recording of documents. The county should consider a local document fee dedicated to affordable housing.

—The county and cities could consider dedicating a portion of the transient room tax (TRT) toward affordable housing and homelessness prevention and intervention initiatives. (State law requires 70% of any increase in TRT to be used for tourism facilities or tourism promotion, but the remainder can be used for other purposes.)

—Urban Renewal Districts can use tax increment funds for affordable housing. Several communities have set aside between 10 and 30% of Urban Renewal proceeds for affordable housing production.

•Federal and State Financing Options

The TYP Governing Committee should work with local elected officials and advocacy groups to encourage federal and state leaders to consider a variety of options for increasing funding for affordable workforce housing and special needs housing and the provision of services.

—As noted elsewhere in this document, the federal investment in affordable housing has declined drastically over the past quarter-century.

—Oregon is one of only 13 states without a Real Estate Transfer Tax.

—In 2001, the State of Minnesota added a property tax to seasonal residential recreational property. This is in addition to the local property tax.

•Advocacy

Lincoln County government is already a member of the Oregon Housing Alliance. The Alliance brings together advocates, local governments, housing authorities, community development corporations, environmentalists, service providers, and all others dedicated to increasing the resources available to meet housing needs to support a common statewide legislative and policy agenda. The TYP Governing Committee urges the cities of Lincoln County to consider joining the Alliance. For more information: <http://www.oregonhousingalliance.org/>

Although increased resources are necessary to addressing unmet shelter and service needs, local leaders can be advocates for changes that do not come with a price tag. Examples:

—Encourage review of the State's uniform building codes to identify any barriers to new building technologies that might reduce construction costs.

—Support efforts to increase service coordination and streamlining at the federal and state levels. Bringing grant cycles for construction and program operation into harmony would be especially helpful for smaller communities seeking to develop new housing with linked services.



Action Step 7: Prevent Homelessness before it Starts

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Establish a rental assistance fund for deposits, first/last month's rent or to prevent evictions (to be administered by CSC.)	TYP Governing Committee	Identify funding sources.	9/08
Establish a "coordinated Entity" One Stop system to access services and housing.	TYP Governing Committee	Identify lead agencies.	7/08
Create additional strategies for rapid re-housing of persons experiencing temporary homelessness.	TYP Governing Committee		Ongoing
Cultivate private landlords to rent to homeless and low-income individuals and families who are case managed.	TYP Governing Committee, Housing Authority of Lincoln County	Establish fund for damages. Create list of landlords willing to work with list of social service agencies. Recruit new owners. Offer case management to participating tenants and ongoing support to participating landlords.	7/08
Develop strategies to address potential mobile home park conversions.	TYP Governing Committee	Advocate for state support and assistance to create owner cooperatives.	Ongoing
Develop strategies to address potential condominium conversions.	TYP Governing Committee	Advocate for state support and assistance to create owner cooperatives.	Ongoing
Promote and develop education programs for private landlords and tenants.	TYP Governing Committee		Ongoing
Implement strategies for runaway and homeless youth as listed in HB 2202.	Lincoln Commission on Children and Families		Ongoing

Action Step 7: Prevent Homelessness before it Starts *continued*

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Provide financial assistance to remove barriers so people with disabilities can obtain/retain housing.	Lincoln County Mental Health		Ongoing

Notes:

The 2007 session of the Oregon Legislature approved funding for a statewide runaway and homeless youth initiative. The bill seeks to develop a continuum of integrated services for homeless and runaway youth in each community by supporting state and local planning, identifying barriers to service and gaps, and providing data collection and technical assistance to help determine what tools are providing the best results. The Lincoln County Commission on Children and Families should monitor this process closely and look for opportunities to leverage state resources to expand and improve services to this highly vulnerable population. The report to the Governor and Legislature by the Oregon Commission on Children and Families and Oregon Partners for Children may be found at: http://www.oregon.gov/OCCF/Documents/Runaway_Homeless_Youth/Runaway_Homeless_Youth_HB2202_Runaway_Homeless_Youth_Report_04_2007.pdf

Rental assistance funds have proven to be a useful tool in moving the working poor from homelessness to permanent housing. The Stakeholder Committee heard that in some cases, a homeless individual or family is able to put together enough money to cover monthly rent, but coming up with enough for first and last month's rent and a security deposit is impossible. Once the fund is established, consideration should be given to finding ways to increase resources and broaden the assistance. Some communities with expensive rents have found ongoing rental assistance to be a cost-effective way to keep people housed.

It is important to establish a Coordinated Entry system by which individuals that are homeless or at risk of homelessness can access available services and housing for which they are eligible. The intent is to have a streamlined approach to evaluate people and provide them access to services and housing, especially for those whose tendencies are to cycle in and out of institutions such as jails or hospitals or from one rental situation to another. One such entry point will be through the rental assistance fund administered by Community Services Consortium. Other entry points will be established as Lincoln County's action steps are implemented. It is a goal to meet the critical needs of people in crisis in order to prevent them from becoming homeless. It is also important to note that there is no wrong

door for homeless individuals to come through to access housing and services.

Rapid re-housing strategies are a key element of the national effort to end homelessness. The longer an individual or family is homeless, the more likely it is they will remain homeless. Samaritan House, which provides emergency and transitional housing, along with a range of life skills training, is an excellent program for helping families regain self-sufficiency. Unfortunately, lengthy wait lists (averaging 40 families for most of the past two years) do not make it an immediate option for most families. It will be important to stabilize the existing Samaritan House program and expand its capacity so that families in need can be served more quickly.

One example of the success in engaging private landlords in renting to individuals and families experiencing homelessness is Portland's Project JOIN. JOIN provides critical supportive services to new tenants throughout the first 12 months after placement and has a goal of 12 month retention rates of 80 percent or better. For more information: <http://www.joinpdx.com>

Although the great majority of landlords in Lincoln County fulfill their obligations to tenants under the law, the Stakeholder Committee heard concerns about some rental properties not being maintained in a safe and sanitary condition and a lack of awareness of anti-discrimination laws, including those relating to people with substance abuse issues or prior criminal records. At the same time, some tenants do not fulfill their obligations to their landlords by failing to maintain the property or to pay rent on a timely basis. The TYP Governing Committee should support and seek to expand educational opportunities for both landlords and tenants. It should also encourage the use of existing mechanisms to address landlord-tenant issues, such as Lincoln Community Dispute Resolution, and explore the feasibility of development of a special court docket (or "Housing Court") to address these issues. Housing Courts have demonstrated results in preserving tenancy, even after a landlord has filed for eviction.

Action Step 8: Expand Economic Opportunities

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Expand access to affordable health care.	TYP Governing Committee	Establish free drop-in medical clinics and day service centers. Seek federal funding to expand county's Federally Qualified Health Center (FQHC).	10/08 Continue until achieved
Connect people to job training and placement programs.	TYP Governing Committee, Oregon Employment Dept., Oregon Coast Community College, CSC		Ongoing
Expand employment opportunities to help people obtain work.	TYP Governing Committee, Oregon Employment Dept., Oregon Coast Community College, CSC	Conduct job fairs to connect employers and potential employees.	3/08 and ongoing
Support efforts to expand access to affordable child care.	TYP Governing Committee, CSC		Ongoing

The focus of this plan is on homelessness and workforce housing. However, it is important to acknowledge these problems interact with other challenges facing Lincoln County. Chief among these are the need for additional family wage jobs, access to affordable health care, and

access to affordable child care. The TYP Governing Committee should seek to network with organizations in the community that are addressing these challenges and support their efforts.

Action Step 9: Improve and Better Assess Homelessness and Housing Data

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Fully implement state HMIS system to track homeless individuals.	TYP Governing Committee	All agencies develop standard intake, assessment, discharge and follow-up.	12/08
Develop countywide Housing Needs Assessment.	Economic Development Alliance of Lincoln County		3/09

Accurate data is critical to the implementation of this plan. There are several compelling reasons to develop a more precise mechanism for counting and tracking individuals experiencing homelessness in Lincoln County:

- It can provide decision makers and the public with objective information to assess the plan's progress.
- It can help decision makers focus resources on the most effective strategies.

- It can help service providers track whether individuals are successfully exiting homelessness.

Many communities aggregate a one-night street count with data from the federal HMIS (Homeless Management Information System) to produce their yearly homeless count. All agencies receiving federal Continuum of Care funding are required to participate in the count. In Lincoln

County, several agencies servicing homeless individuals and families are not part of the Continuum of Care, and so their data is not included. The TYP Operations and Governing Committees should make it a priority to fully implement HMIS in the County and develop a strategy for a county-wide, one-night count of individuals experiencing homelessness.

Some communities have expanded on the HMIS by using unique identifiers to help track individuals. For instance, Spokane, Washington uses the first two letters of a person’s last name, the first letter of their first name, their gender, and date of birth.



Action Step 10: Promote Housing and Homelessness Education

TASKS	LEAD PARTY	KEY INTERIM STEPS	TARGET DATE
Market existing housing programs and services.	TYP Governing Committee		Ongoing
Provide ongoing community education on housing and homeless issues.	TYP Governing Committee		Ongoing
Monitor the effectiveness of the Lincoln City Workforce Housing Center and consider encouraging its replication in other communities.	TYP Governing Committee		Ongoing
Support the continuation and expansion of child and adult mentoring programs.	TYP Governing Committee		Ongoing

The Linn, Benton, Lincoln Regional Housing Center provides one-stop access to a variety of services for low- and moderate-income families. They can obtain information about home ownership opportunities, funding for home rehabilitation and educational opportunities. It should be a goal of the Governing Committees to promote greater awareness of the Center, especially among rental agencies, real estate professionals, bankers and service providers. More information about the Center is available at: www.csc.gen.or.us/lblrhc.htm

As this plan was being completed, the Workforce Housing Committee of Lincoln City’s Chamber of Commerce was

planning to open a Workforce Housing Center. The center will be staffed by local real estate professionals and representatives of the finance industry on a rotating basis. The TYP Governing Committee should monitor the success of this effort and consider working with other chambers in the county to replicate the model.

The Governing Committee should also consider opportunities to support development of the skills of both youth and adults to manage their finances and care for a home. This can encompass public school programs, adult education programs and youth and adult mentoring programs.



“The moral test of government is how it treats those who are in the dawn of life, the children; those who are in the twilight of life, the aged; and those in the shadows of life, the sick, the needy and the handicapped.”

—Former Vice President Hubert Humphrey

I’ve always admired the sentiments of the above statement by Hubert Humphrey, but it should apply to the larger society as well. After all, isn’t government supposed to express our collective values and serve as a mechanism for addressing our most crucial needs?

In July 2007, as this document was nearing completion, I visited Sisters of the Road, a Portland non-profit that has spent more than a quarter of a century meeting the basic needs of individuals experiencing homelessness while also addressing the root causes of poverty. Their café provides a hot lunch every weekday. Their other services include a mail drop site, message center, and storage for a person’s belongings. During the same trip to Portland, I also went to Dignity Village, the tent city created by and governed by individuals experiencing homelessness. All of the cabins were small; some were very crude in their construction, while others showed great craftsmanship. The only electricity in the cabins came from generators; the only bathroom facilities were porta-potties. But regardless of the degree of outer beauty, it was clear that all residents took great pride in having a space they could call their own.

As I drove home that day, I thought about these two efforts to address homelessness and what they represented. They were doing more than providing shelter and services; they were affirming the worth of the people they served. The

message they were receiving was that their lives had value and purpose and they deserved a voice in directing their own futures.

The people and programs now serving individuals experiencing homelessness in Lincoln County also reflect these values. While many in our community may share these beliefs, there are others who still look upon the homeless as unworthy of our attention, our help, our empathy. While many welcome the construction of new affordable workforce housing, some voice fears about the “kind of people” who will live there—even though they are the “kind of people” who pump our gas, serve us in restaurants and take care of our children.

This plan is about buildings, programs and services. But if it is to achieve ultimate success, it must also be about values.

The right to a home isn’t in our Declaration of Independence or Constitution, but it is included in the Second Bill of Rights put forward by President Franklin D. Roosevelt in his 1944 State of the Union Address, and it’s also part of the United Nations’ Universal Declaration of Human Rights. These documents reflect a still-evolving belief among humankind that true freedom only comes when an individual is free from want and free to develop to his or her fullest potential.

We finish this document as we started it: with the assertion that every resident of Lincoln County deserves to live in a decent, safe and affordable home that allows for his or her physical, emotional and economic well-being. I hope you will join in the effort to make this vision a reality.

—Bill Hall

Additional Resources

For more information about this plan, including meeting minutes and updated versions of this document, please visit:

<http://www.lincolntenyearplan.org/>

In addition to the websites cited in this text, a wealth of additional information about homelessness and affordable housing is available on the Internet.

Oregon Housing and Community Services website:

<http://www.ohcs.oregon.gov/>

Oregon Ending Homelessness Advisory Council website:

<http://www.ehac.oregon.gov/>

Housing Authority of Lincoln County website:

<http://www.halc.info/>

Community Development Corporation of Lincoln County website:

<http://www.lincolncdc.org/>

United States Interagency Council on Homelessness website:

<http://www.ich.gov/>

National Alliance to End Homelessness website:

<http://www.endhomelessness.org/>

National Coalition for the Homeless website:

<http://www.nationalhomeless.org/>

The National Low Income Housing Council website:

<http://www.nlihc.org/template/index.cfm>

The National Coalition for Homeless Veterans website:

<http://www.nchv.org/>

The National Center for Homeless Education website:

<http://www.serve.org/nche/>

Health Care for the Homeless Information Resource Center:

<http://www.bphc.hrsa.gov/hchirc/>

The National Resource Center on Homelessness and Mental illness website:

<http://www.nrchmi.samhsa.gov/Default.aspx?AspxAutoDetectCookieSupport=1>

The National Law Resource Center on Homelessness website:

<http://www.nlchp.org/>

The National Student Campaign Against Hunger and Homelessness website:

<http://www.serve.org/nche/>

U.S. Department of Housing and Urban Development homeownership website:

<http://www.hud.gov/initiatives/homeownership/index.cfm>

The National Housing Council website:

<http://www.nhc.org/>

The Housing Assistance Council focuses on the needs of the rural poor:

<http://www.ruralhome.org/>

The Fair Housing Council of Oregon website:

<http://www.fhco.org/index.html>

"Million Dollar Murray" is an article by Malcolm Gladwell that appeared in the February 13, 2006 issue of the New Yorker magazine. It provides an excellent introduction to the concept of Permanent Supportive Housing. The article is available at:

http://www.gladwell.com/2006/2006_02_13_a_murray.html

"Raise the Roof" a 2003 report, provides a good overview of Oregon's affordable housing issues and some possible approaches. It is available at:

<http://oregonaction.org/pdf/raisetherooft.pdf>

"Best Practices in Affordable Housing" is a study by the Urban Land Institute. It is available at:

<http://www.uli.org/AM/Template.cfm?Section=Home&CONTENTID=42837&TEMPLATE=/CM/ContentDisplay.cfm>

The Western Regional Advocacy Project (WRAP) released a report in 2006 that documents the decline in investment in affordable housing at the federal level and its consequences. It is available at:

<http://www.wraphome.org/>