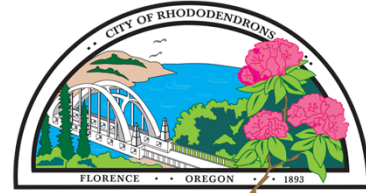


Florence Housing Implementation Plan

Stakeholder Advisory Team (SAT)
Meeting #3
July 28, 2022



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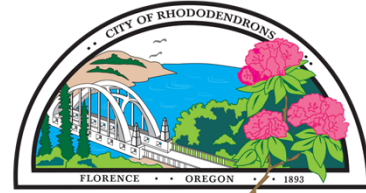


Agenda



1. Introductions
2. Public Comment
3. Code Update Recommendations Overview and Discussion
4. Break
5. Transitional Housing Discussion
6. Stakeholder Interviews Summary
7. Public Comment
8. Nomination and Election of Vice-Chair
9. Short-Term Rental Sub-Committee Update
10. Next Steps

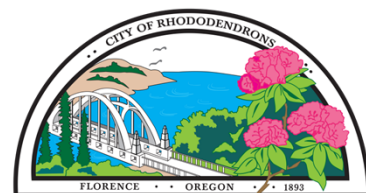
Introductions & Roll Call



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Public Comment



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PUBLIC COMMENTS

Comments are allowed in both written and verbal format for action items as well as items not on the agenda:

Written Comments:

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Mail to Florence City Hall, Attn: Florence HIP SAT, 250 Hwy 101, Florence, OR 97439

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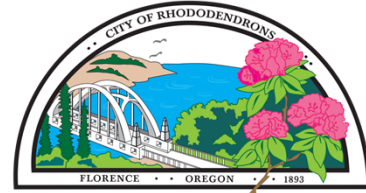
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Code Update Review and Discussion



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Code Update Overview



Addresses needed or potential updates identified from the Code Audit

- Recent State Housing Legislation
 - *Affordable housing and emergency shelter*
 - *Manufactured dwellings*
 - *Housing definitions*
 - *HB 2001 (duplexes)*
- Clear and objective standards
 - *Natural resource and hazard chapters*
 - *Residential uses in non-residential zones (e.g., Commercial)*
 - *Subdivision Code*



Sandy Vista Apartments – affordable housing in Sandy, OR

Code Update – Housing Definitions



- Remove term “family” and replace with “household”
 - HB 2583 compliance – cannot limit occupancy based on familial relations
 - Inclusive of non-related occupants
- Affordable housing
 - Reduce “affordability” – 40% to 30% of household income
 - consistency with recent legislation
- Add “prefabricated” dwelling – relocatable/modular dwelling (consistent with HB 4064)
- Add “group/congregate housing” – nine or more bedrooms sharing basic household amenities
- Remove “duet” – redundant with single-family attached (townhouses, rowhouses)



Code Update: Affordable Housing and Emergency Shelter



- Create new Code section to implement affordable housing legislation – FCC 10-38
- Each section directly implements statute/legislation language
- Tailored for Florence Code



Affordable housing in Monmouth, OR

Code Update: FCC 10-38-2: Affordable Housing on Non-Residential or Public Land

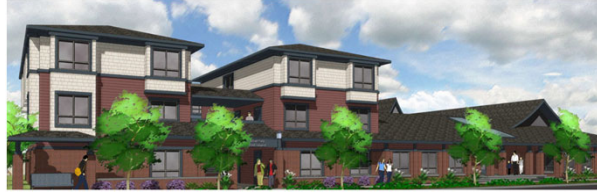


- Implements Senate Bill 8 (SB 8, 2021)
- Available to households 80% or less Area Median Income (AMI)
- Allowed on:
 - Publicly owned properties
 - Commercial zones (5 total)
 - Public zones – Institutional District
 - Industrial zones (*publicly owned, adjacent to residential zones, or not a heavy industrial zone - i.e., Marine Industrial or Service Industrial*)
- Residential standards or underlying/adjacent zone apply
- Height and density bonuses allowed

Code Update: FCC 10-38-3: Affordable Housing Provided by a Religious Nonprofit



- Implements House Bill 2008 (HB 2008, 2021)
- Available to households 60% AMI or less
- Allowed on property owned by a religious nonprofit, provided that:
 - The zone allows residential, or;
 - The zone is not industrial, or;
 - The property is contiguous to a residential zone
- Residential standards of underlying/adjacent zone apply



Affordable housing at Portsmouth Union Church:
portsmouthunionchurch.org/affordable-housing

Code Update: FCC 10-38-4: Emergency Shelter and Affordable Housing Conversions



- Implements House Bill 3261 (HB 3261, 2021)
- Allows conversions of hotels/motels into affordable housing or emergency shelter
- Available to households 60% AMI or less
- Allowed at any hotel/motel site, provided that:
 - There is transportation access to commercial and medical services, or;
 - Property not zoned for heavy industrial
 - The site has natural hazards
- High Density Residential standards apply



Hotel to housing conversion, Medford, OR

Code Update: Manufactured/Prefab Dwellings



- HB 4604 consistency:
 - Allow “prefabricated” dwelling where SFD is allowed and in manufactured home parks – LDR, MDR, and RMH zones
 - Apply SFD standards to manufactured and prefab dwellings
 - Remove manufactured dwelling on individual lot standards that do not apply to SFD, with minor exceptions
 - Reduce minimum lot size for manufactured home parks to 1 acre, and reduce minimum number of units to 10 (1/3 reduction in min lot size and min units)



Code Update: Potential Duplex Updates



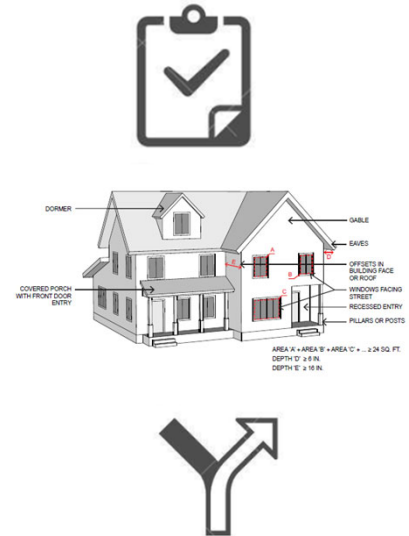
- Cities over 10,000 population need to comply with House Bill 2001 (*Florence* Required to allow duplexes on any residential lot/parcel that allows single-family detached (SFD)
 - Duplexes must be subject to same standards/procedures that apply to SFD
 - Cannot require minimum off-street parking >1 space per unit
- Florence (2021 pop: ~9,600) *almost* complies
 - Allows duplexes in all residential zones except LDR
 - Same standards in each zone except HDR (need to reduce min. lot size)
 - Two parking spaces per unit



Code Update: Clear and Objective Standards



- Natural resource and hazard areas (FCC 10-7 and 10-19)
 - Amendments in progress
 - Initial recommendations defer subjective criteria:
 - Engineer/natural resource surveys and reports
 - Other city guidelines/requirements (e.g., Stormwater Design Manual)
- Commercial and Highway districts - apply HDR residential density standards
- Subdivision Code – clarify existing criteria by referencing applicable standards, requirements (e.g., “consistent with” or “in accordance” with FCC 10-XX)



Code Update: Discussion Questions



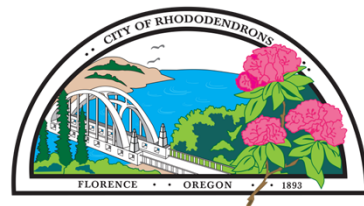
Discussion Questions

- Should the City
 - Pursue HB 2001 updates?
 - Adopt pieces of HB 2001?
 - Go “above and beyond”? E.g., relax standards for tri/quadplexes, townhouses



Break

Transitional Housing Options



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Example Definitions



- US Dept of Housing and Urban Development (HUD)

*...temporary housing with supportive services to individuals and families experiencing homelessness with the goal of interim stability and support to successfully move to and maintain permanent housing. TH projects can cover housing costs and accompanying supportive services for program participants for up to **24 months**.*

- Gresham

Housing provided for an extended period and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing.

- Seattle

A use having tents or a similar shelter, including vehicles used for shelter, that provides temporary quarters for sleeping and shelter. The use may have common food preparation, shower, or other commonly-used facilities that are separate from the sleeping shelters.

Sample Code Section



Based on Silverton, OR standards

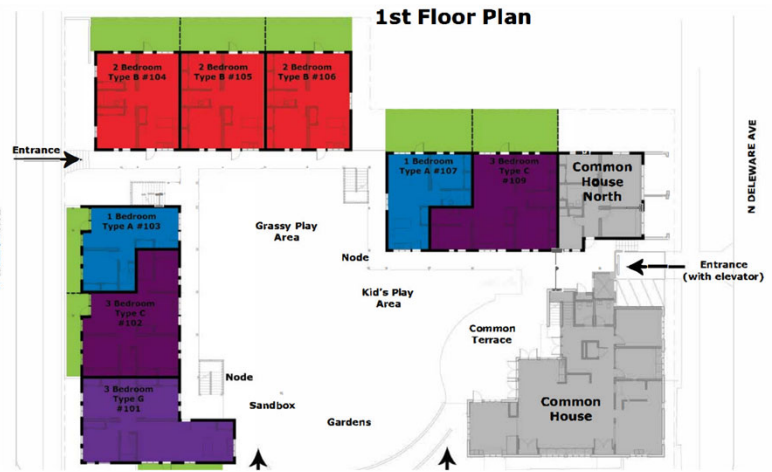
- *Sleeping pods or other approved structures used as living units by one or more individuals or by families*
 - *Stick built attached or detached, prefab or manufactured homes, yurts, RVs or mobile homes*
- *Access to water/toilet, separate or shared facilities*
- *Access to shower, laundry, cooking, telephone or other services, separate or shared facilities (optional).*
- *Parking and walkways required.*
- *Limited to those without permanent shelter or other low income housing.*
- *Max stay – 18 months*
- *Max building footprint: 400 square feet*
- *Max # of units: 1 per 1,000 square feet*
- *Allowed as conditional use*
- *Social services required - Site manager, management plan, and code of conduct*

Example Types



Group/congregate housing

- Single occupied rooms with shared facilities and spaces
- Sometimes referred to as “co-housing” or “single-room occupancy” (SRO)



Daybreak Cohousing floor plan, Portland, OR

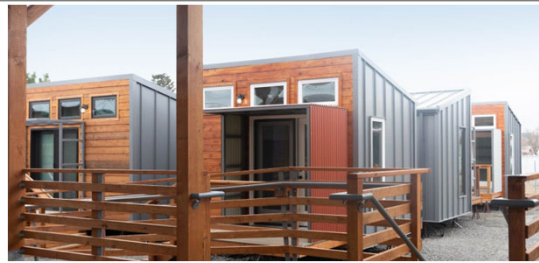
Example Types



Tiny home villages



Hazelnut Grove, Portland OR



Colorado Village Collaborative (above)



Mail site at Right to Dream Too village, Portland OR (right)

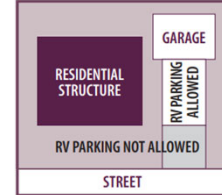
Example Types



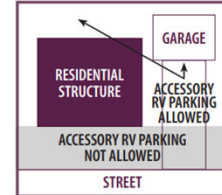
Occupied RVs/trailers & Tiny Homes on wheels



ANY RV TYPE INCLUDING MOTOR HOMES



ACCESSORY RECREATIONAL VEHICLES (NON-MOTORIZED) ONLY



Graphic of where RVs are allowed (Portland, OR)

Example Types



Tent City in Seattle, WA



Social services and management at tent communities



Small rural yurt community in Montana

Transitional Housing Discussion Questions



- What shelter types should the Florence allow?
- Length of stay?
- What criteria or approval procedures should apply? (On-site management/social services? Conditional use? Certain zones?)
- Should City allow occupied RVs and/or mobile homes, tiny homes on wheels on lots with an existing home? Include certain criteria (orientation, space, other)?
- What questions should be posed to the community?

Stakeholder Interviews



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Stakeholder Discussions



Groups represented

- Non-profit Affordable Housing (Developers, Property Managers)
- Market Real Estate Participants (Realtors, Property Managers, Lenders)
- Homeless and Low-Income Advocates

Topics

- Current housing inventory vs. needs
- Opportunities/challenges to building in Florence
- Incentives or programs that would be helpful



Stakeholder Discussions



Housing Stock vs. Local Housing Need

- Available housing is not well matched to local workforce or incomes
- Both for-sale housing and rentals are expensive
- New housing is generally priced over \$400k, suited for outside buyers
- Investor activity for short-term rentals putting pressure on market
- Lack of transitional housing for homeless individuals and households

Stakeholder Discussions



What type of housing is needed now and in coming years?

- More large rental complexes for local workforce
- Rentals for families: 2- and 3-bedroom units
- Mixed-use, mixed-income developments
- Support for existing and new RV and mobile home parks
- Transitional and permanent housing for homeless or near-homeless
- More modestly-sized, priced single-family homes

Stakeholder Discussions



Developing in Florence

- Good marks for the City staff and process
- There is still land/sites available at reasonable prices
- Costs are higher on Coast, challenges to securing labor/supplies
- Lots of competition for affordable housing funds, projects take a long time



Stakeholder Discussions



Incentives and Strategies

- Current tax exemption and process are very helpful
- SDC or fee reductions, financing and deferral
- Construction Excise Tax (CET)
- Process should have consistent codified timelines, provide certainty
- Consider dedicated staff person to guide application
- Streamlined, or pre-approved housing plans
- Coordinating local contractors and subs

Public Comment



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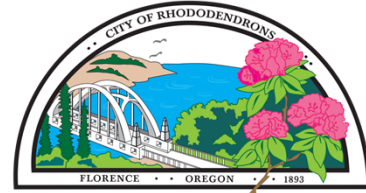
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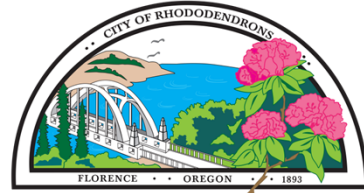
Nomination and Election of Vice-Chair



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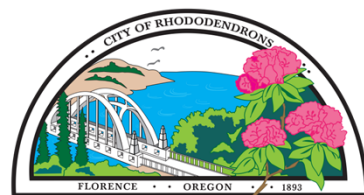
Short-Term Rental Sub-Committee Update



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Next Steps and Calendar Review



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Next Steps

- SAT Meeting #4 – November 1, 2022
 - Review Virtual Open House and Survey results.
 - Review revisions to Code Amendments.
 - Review Draft Housing Implementation Plan.

Stakeholder Advisory Team Meeting Schedule:		
<i>All meetings will be held at the Florence Events Center (715 Quince Street) at 3:00 p.m.</i>		
✓	Meeting #1	April 28, 2022
✓	Meeting #2	June 15, 2022
✓	Meeting #3	July 28, 2022
	Meeting #4	November 1, 2022
	Meeting #5	January 26, 2023

Thank you!



HOUSING IMPLEMENTATION PLAN STAKEHOLDER MEETINGS SUMMARY

Date: July 25, 2022
To: Florence Housing Implementation Plan (HIP) Project Management Team
From: Darci Rudzinski and Emma Porricolo, MIG | APG
Brendan Buckley, Johnson Economics
Re: Stakeholder Meetings Summary

BACKGROUND

As an early step of the Florence Housing Implementation Plan (HIP), the project team conducted a series of stakeholder meetings and interviews. The purpose of these meetings was to help understand housing conditions in the community and gain more context from a range of those who have local knowledge. This context will inform the potential strategies considered for the HIP.

The project consultants and City Staff made efforts to contact stakeholders with knowledge and interest in local housing issues including non-profit developers, for-profit developers, and homeless advocates all with a connection to Florence. A Discussion Guide was developed to prompt discussion of certain topics (see attachment), but conversations were allowed to proceed organically and not every question was asked of every interviewee.

The stakeholder discussions were held in a series of small group or one-on-one interview, virtually or by phone between May and July 2022. Brendan Buckley of Johnson Economics facilitated the discussions.

PARTICIPANTS

- Market-rate Housing Participants (Realtors, Lenders, Property Management)
- Non-profit Affordable Housing (Developers, Property Management)
- Homeless and Low-Income Advocates

SUMMARY

This section provides a summary of comments received during these discussions, arranged by general topic. The source of each comment is kept anonymous here, to allow participants to speak freely and give opinions regarding local conditions.

How does the local housing stock meet local housing needs? What issues do you perceive?

- There is a large gap between available housing and local needs. There is nothing for first time homebuyers, and not enough rentals. The pricing doesn't match what people can earn in Florence.

This project is funded by a grant from the Department of Land Conservation and Development.

Florence Stakeholder Meetings Summary

- There is little housing priced under \$400k.
- There are few rentals, and market rents are high for the workforce in the service industries.
- Coastal communities have too much variability in rent. Even if a household finds a unit, there is no stability. Part of the value of affordable housing is not just the lower rent, but also the stability.
- There is little supply and lots of demand for housing. Sees no good way to catch up in a responsible way because new housing won't be affordable to most current residents. Subsidized affordable housing benefits developers and property owners unevenly.
- The restrictions on landlords put in place over the last few years (due to COVID and in general) led to a lot of small "mom and pop" rental owners selling their units after the pandemic. Many faced lost revenue or difficult tenants for the last few years with little recourse, and no longer want to be in that position. Selling of these units now is taking some long-term rental housing off the market, as it sells to new owners who will no longer rent out the unit.
- Feels that there has been a lot of talk about affordable housing but not a lot of results.
- Feels that development of single-family homes is facilitated, but other housing types are frustrated. Even the police and fire departments have tried to build group housing for their employees and been denied.
- New housing is generally priced at more than many residents can afford. There has been extreme inflation in housing construction and labor costs. At these high prices there is little return for a small investor who might want to buy a unit and offer it as a long-term rental. The achievable rents are not high enough to justify this investment.
- There needs to be some reality reintroduced back into the market.
- The market is now seeing some price reductions due to rising interest rates, but there isn't a lot of overstock and the combination of higher rates and lower prices doesn't really reduce the monthly payment to the buyer.

What type(s) of housing are more needed in Florence now and in coming years?

- Probably the most effective thing would be to build more large rental properties (80-100 units) to provide workforce housing and take some pressure off the rest of the housing supply. Current proposed rental projects should help a lot, but more would be even better.
- Rentals should be appropriate for families: two- and three-bedroom units.

Florence Stakeholder Meetings Summary

- The community needs apartments and other rentals. There is a long waiting list for rentals, and employers of all kinds say they can't find housing for their employees or prospective employees.
- People confuse "workforce" housing with "subsidized affordable housing." Florence really needs workforce housing which is a different price point.
- How can the community bring in employers, and support the ones it has, if they can't recruit or keep employees? People must be able to live here.
- The HNA (Housing Needs Analysis) encouraged mixed-use, mixed-income developments. We need to see these get built.
- There has been a loss of RV and manufactured home parks, or restrictions on new ones. This is a critical source of low-cost housing. It is the most affordable type of non-subsidized housing.
- Higher-density housing, including single-family homes on smaller lots, is not what the market wants. The City has been zoning for more density but that is not why people want to live in Florence. Also new housing built this way is still not affordable.
- The City has successful older neighborhoods, such as 17th and 18th Street where older, more modest homes provide lower-cost housing options. These areas can be a model of housing types that can serve local residents and workforce.

What are opportunities and challenges to developing housing in Florence or on the Coast in general?

- One attraction to Florence among neighboring communities was site availability in Florence. Sites are more affordable than in Newport and some other towns, while Yachats doesn't have remaining available or large sites. The Florence site they secured meets transit availability requirements for some state programs.
- City staff has been receptive and facilitated development. They have encountered resistance in other communities while Florence is open to new affordable projects. The community has also adopted a tax exemption which is a good incentive.
- Developers need the combination of cheaper land that they can secure over long development periods, and a supportive jurisdiction.
- Sites must be large because small projects are costlier on a per-unit or per-square foot basis. There are economies of scale in building larger developments. Some other jurisdictions seem to only want smaller projects to avoid neighborhood resistance, but then development is less likely to happen.
- Florence planning and permitting processes are mostly efficient with supportive staff.
- The state tends to allocate funding for affordable housing to the Portland Metro area first, then to other mid-sized metros, then the rest of the state. There is a lot of competition for funding.

Florence Stakeholder Meetings Summary

- Currently, it is hard to lock in cost numbers (statewide) due to inflation in labor and materials costs. It is hard to get commitments on costs from suppliers and subcontractors, while lenders, state funders, and others want to see these details documented well in advance of breaking ground.
- Cost challenges are only greater in rural areas. Securing labor and subcontractors when needed is difficult, and often requires a premium to get firms and contractors from inland to travel to the Coast.
- Most funding sources for affordable housing development require paying prevailing wage which can raise costs over market-rate housing development.
- Staff turnover can be a challenge, even in supportive jurisdictions. It can lead to having to redo some steps, or re-answer questions.
- The supply of available, affordable land/lots for housing is limited. Infill land is generally lower quality land and more costly to prep for building. Urban growth boundary expansion could supply additional building sites.
- Feels modern zoning requirements make modest detached units difficult to build, including requiring smaller lots and garages.

What strategies do you support to facilitate or incentivize more housing development?

- A Construction Excise Tax (CET) should be considered to build up funding for affordable housing projects.
- The planning and permitting process should have consistent timing guidelines codified, to provide certainty to the developer.
- The City's current tax exemption is very helpful, and the process for securing this incentive was "fantastic."
- System Development Charge (SDC) or fee reductions or waivers are also helpful in reducing costs.
- City can provide breaks on SDC's but may not make a huge difference. Developers will pay the SDC's and just pass the cost on to the eventual buyer. Financing or delaying SDC's to project completion may be a more effective incentive.
- All programs should be promoted with active City support to ensure they are permanent.
- Consider a dedicated staff person to guide developers and integrate the City process. Currently, the developer has to work independently with staff who are not always coordinated or informed on the project. A designated staff person with connections to ODOT to help with traffic and access approvals would also be helpful.
- The state should work to identify and better coordinate building professionals on the Coast. The state or region could create building contractor pools, by identifying local companies or contractors,

specializations, and what equipment they have. Small and individual contractors can't scale to larger projects but could if coordinated with each other.

- Related to the above, the state should consider actively investing in the growth of local rural contractors, including programs to hire and finance equipment.
- Incentives and programs should be universal and benefit all development. Subsidized affordable housing programs benefit some developers. In Florence, these developers often come from out of town and may not use local contractors, so there are fewer trickle-down economic impacts to the local economy and job base. Subcontractors and professionals can't afford to rent in Florence, so the problem becomes cyclical.
- Ultimately, the community needs a supply of buildable residential land with a combination of affordable land, construction costs, fees, and process.
- There is available land, and some infill lots. Land cost for developers is still pretty reasonable.
- Would like to see more streamlined planning process for simple or pre-approved housing designs. Perhaps there could be some pre-approved designs that make for quick and cheaper permitting.
- Need incentives to build housing priced for the local workforce and keep rents at that level, which is not the same as very low-income housing.

Do you have thoughts on “short term vacation rentals” (STR) and their impact on coastal communities?

- STR are likely impacting the availability of stable long-term rental housing. Older single-family homes that were available to families are being removed from the long-term rental market.
- The modern platforms for managing and listing STR properties, makes it much easier to operate these types of properties from afar, or buy a second home for occasional visits and rent at other times.
- There is lots of speculative investment for short-term rentals. There are a lot of cash buyers for homes that come up for sale. Not just retirees from outside the area, but also corporate entities that are speculating on home prices and creating large rental pools. The rentals aren't being used for who really needs them.
- It is hard to get new housing built, and then the prices are bid up by investors, or flipped by speculators.
- Yachats has put a cap on the number of STR at 125 licenses and will rely on attrition to lower the number to this cap over time.
- Another form of housing that might fall under the “short term rental” category would be transitional units for those in recovery or formerly homeless individuals. In writing new rules for “STR” a city needs to be careful to not write the definition so broadly that it rules out these other types of transitional housing.

- Doesn't feel that short term rentals (STR) have had a large impact on the for-sale or rental housing market.

How would you describe the homelessness situation in Florence?

- The homeless population tends to be older, but there are some families and children.
- Lots of households are living on the edge of being wiped out by one emergency expense. Among the elderly, if one passes away their partner may not be able to support themselves. Often for retirees, their family doesn't live close, and there is not a sufficient support system as they decline.
- The Helping Hands Coalition and various church programs seek to serve this population with meals, day center, mail pickup, and other services. Feels these are the only entities offering services to the homeless or day shelter during rainy seasons.
- Lane County is trying to extend more human services to the Coast and be attentive. The Eugene metro has gotten most of their attention, but they are trying to change this.
- It is hard to get local data on homelessness. Lots of the data is on the county level. The hospital's 3-year community health assessment estimated roughly 200 homeless in the Florence area. This includes those living in cars and "couch surfing."
- The schools estimate 35 homeless kids, but there are probably many others.
- The food share program works with 650 people and estimated roughly 350 of them are homeless, many living in cars and RV's.
- Housing is a health issue and land use planning should deal with health.
- Some pallet shelters have been provided to the community but are meant for use as emergency shelters in inclement weather or emergencies and are not used year-round.
- It used to be affordable to live in an RV park, but now wealthier RV travelers stay at all times of year, which has driven up rental costs. There are also various camp sites available, but many are closed, and long-term living is not allowed.
- Many homeless could benefit from a boarding house situation, with occupational and physical therapy on site. A holistic approach is needed as the homeless suffer many disabilities.
- Feels that some rules are enforced arbitrarily to impact certain populations, including restricting 5 unrelated people in the same household, or not having RVs parked on lots. Feels some are allowed to do these things and others not.

FLORENCE HOUSING IMPLEMENTATION PLAN STAKEHOLDER DISCUSSION GUIDE

1. What is your or (your)/(your agency/company's) involvement with housing?
2. If you develop or manage housing, what types of housing are you involved with in Florence? (Location, housing type, rental or owner, number of units, market or affordable)
3. For affordable housing operators/developers: What are your rent affordability levels? Which programs, if any, did you use to finance or subsidize your project? Do you maintain a waiting list for your units, and if so, do you have a sense of how long it is/wait time?
4. What type of housing is most needed by the populations you serve or represent?
5. What do you see as the greatest gaps in the current housing supply in Florence? What types of housing are needed that aren't being developed? Some things to consider:
 - Housing type
 - Location
 - Pricing / income levels
 - Ownership vs. rental
 - Unit size / number of bedrooms
 - Unit layout (e.g., all one floor vs. multiple floors)
6. What do you see as the biggest barriers or challenges to developing housing that's most needed in Florence?
 - Availability of land/sites?
 - Affordability of sites?
 - Development costs?
 - Financing barriers?
 - Procedural or code-related barriers?
 - Public sentiment barriers?
 - Others?

7. [If not already addressed above:] Do you perceive unique challenges to developing housing on the Oregon Coast, or the Central Coast specifically?
8. Do you have ideas for addressing any of these barriers, things you think should/could be done?
9. What do you see as the City of Florence's primary role in addressing housing needs or reducing barriers to meeting them?
10. The City will be developing strategies to encourage production of housing that's most needed in the community. What types of housing would you prioritize in these efforts?
11. What tools or strategies do you think would be effective in creating more needed housing in Florence? The City might be considering the following types of strategies:
 - Zoning and development code changes
 - Reducing regulatory or process barriers to housing
 - Financial incentives (such as tax abatements or system development charge reductions)
 - Funding sources (such as a Construction Excise Tax)
 - Land, acquisition, lease, and partnerships with housing providers and other community organizations
12. What housing strategies would be the most beneficial to your work or your organization's work?
13. Do you know of any tools or strategies used in other communities that you think would be either a particularly good fit or a poor fit for Florence? Can you give specific examples of programs or properties that have done this well?
14. If barriers to housing development could be reduced, would your business/organization be more likely to build more housing in Florence? Would there be anything different about the housing types you would build if barriers were addressed?
15. Is there anything else you'd like to share about housing in Florence?

ADDITIONAL QUESTIONS FOR HOMELESS SERVICE PROVIDERS AND ADVOCATES:

1. How long have you been working with homelessness issues in Florence?
2. How has the homelessness situation changed (if at all) over time in your experience?
3. Do you or your agency have a way to quantify the homeless population in Florence? What types of sources do you use?
4. What type of immediate or short-term shelter/housing needs does the homeless population have?
5. How do the short-term needs differ from long-term needs, if at all?