

# Interagency Council on Homelessness Action Plan

## Background & Summary of Objectives

According to the 2023 Point in Time Count done in January 2023, about 20,000 people experience homelessness across the State of Oregon. Since her inauguration on January 10, 2023, Governor Kotek has taken steps to meaningfully prevent and reduce homelessness in the state. Governor Kotek issued [Executive Order \(EO\) 23-03](#) on January 10, 2023, as one part of three executive orders designed to address the housing and homelessness crisis in the State of Oregon defined by unsheltered homelessness and an acute shortage of housing units. EO 23-03 directed all state agencies to prioritize reducing sheltered and unsheltered homelessness in all areas of state within their existing statutory authority and budgets. Through the suite of executive orders, Governor Kotek:

- Implemented a [homelessness state of emergency](#) to build an emergency response infrastructure to meaningfully reduce homelessness across Oregon;
- [Set and exceeded specific goals](#) in the first year of her administration to rapidly expand the state's shelter system, rehouse people experiencing homelessness, and prevent people from becoming homeless to the greatest extent possible statewide;
- Set expanded goals for year 2 of the homelessness emergency to build on the progress of year 1;
- Secured more than \$500 million in homelessness investments during the 2023 and 2024 legislative sessions to maintain and expand the homelessness emergency response statewide; and,
- Analyzed all state programs providing services to people experiencing homelessness to identify opportunities to improve state government's homelessness response and refreshed the Interagency Council on Homelessness to implement improvements and efficiencies to the state system (EO 23-03 and EO 24-03).

The Governor's evaluation of all state homelessness programs (EO 23-03) identified the following objectives for state government to reduce homelessness more effectively and equitably within existing programs:

- Define statewide outcomes and goals that drive program implementation;
- Strengthen programs providing services to people experiencing homelessness across the enterprise;
- Advance racial equity and share progress towards equitable goals;
- Reduce barriers for service providers;
- Evaluate programs and improve transparency;
- Improve how people exiting state institutional settings and systems of care access the housing continuum; and,
- Coordinate across agencies.

Governor Kotek signed [Executive Order 24-03](#) on January 10, 2024, to refresh the state's Interagency Council on Homelessness (ICH) and direct the Council to develop implementation plans for the Governor's consideration to achieve the objectives above. The ICH submitted these proposed plans to the Governor on April 1, 2024. After reviewing the proposed plans, and considering feedback from partners and stakeholders, the Governor is releasing her action plan, including specific deliverables for the ICH. The Governor is announcing that she will take on the following high priority projects to improve the homeless services system in Oregon as she develops her Governor's recommended budget (Fiscal Years 2025-27):

1. [Outcomes](#): The Governor will work with jurisdictional partners statewide to increase transparency in the outcomes being achieved across the homeless services system statewide each year by:
  - a. Aligning definitions for key outcome metrics (rehousing, prevention, and shelter bed capacity);
  - b. Developing an accountability bill for the 2025 legislative session to: identify coordinating leads by geographic region, require those entities to have a plan to reduce homelessness with specific

- outcomes that are achievable with the various funding streams they administer, require coordinating leads to report on the outcomes they have achieved, direct OHCS to aggregate those outcomes into a single statewide outcomes dashboard so the public can transparently see and understand how public resources are impacting homelessness outcomes in the state, overall and by race and ethnicity.
- c. Improving transparency and accountability through a standardized practice of consistent data collection, storage, and analysis for state programs serving people experiencing or at risk of homelessness; and,
  - d. Setting up infrastructure and data-sharing agreements between primary state agencies working to reduce homelessness (OHCS, OHA, and ODHS) for reliable data analysis that leads to confidence in data-informed decision making and invites community participation for ground-truthing.
2. Shelter and Transitional Housing: The Governor will improve the state's shelter system by creating a single statewide shelter program to:
    - a. Maintain operations of shelter beds created and supported by the state via the homelessness state of emergency investments from the 2023-25 biennium;
    - b. Assess current geographic and population specific inequities in the shelter system;
    - c. Establish housing-focused outcomes for state supported shelters and transitional housing;
    - d. Establish state funding targets by shelter bed to ensure that state resources are being spent effectively and efficiently; and,
    - e. Establish consistent standards to ensure that state supported shelters and transitional housing are person-centered.
  3. Permanent Supportive Housing (PSH): The Governor will improve the state's permanent supportive housing system by working with other public funders of permanent supportive housing to:
    - a. Align and track housing retention outcomes of PSH overall and by race/ethnicity to allow for continuous program improvement to effectively reduce homelessness and advance racial equity;
    - b. Create a tiered PSH system by aligning funding levels with different service levels to ensure that there is a continuum of PSH with increasing levels of services depending on the needs of the person accessing PSH, including culturally specific PSH;
    - c. Include a state supported integrated behavioral health PSH model that is a true step down from licensed behavioral health settings; and,
    - d. Improve the ability of providers to match an individual with the tier of PSH that is most likely to meet their needs and support their long-term housing success.
  4. Programs Serving Youth Experiencing or At-Risk of Homelessness: The Governor will pilot program improvements for youth exiting or aging out of state institutions or systems of care and for youth interacting with one or more state programs to help improve housing outcomes and reduce the complexity of navigating multiple state programs for eligibility of needed services by:
    - a. Mapping and analyzing services provided by overlapping programs serving youth and include a plan to organize services to reduce complexity for individuals navigating eligibility for state programs;
    - b. Creating clear and consistent equity outcomes for programs serving youth so that accountable measures are in place to measure progress towards the goal of reducing the number of youth experiencing homelessness;
    - c. Analyzing existing release practices and exits from state youth programs or facilities to inform recommendations to improve housing outcomes;
    - d. Requiring state agencies to track the housing outcomes of youth exiting state programs or facilities; and,
    - e. Developing recommendations to improve the housing outcomes for youth exiting or aging out of state institutional settings or systems to prevent exits to homelessness.
  5. Service Coordination: The Governor will improve the connection to state-funded services people exiting state institutions, systems of care, or surviving on state-owned or managed property may be eligible for through:

- a. A framework for improving how to connect people engaging in state-owned or managed property to services such as housing, navigation, or street outreach;
  - b. Mapping and analyzing current release, aging out, or discharge practices from state institutions or systems of care to inform how to close gaps and reduce disparities in housing stability; and,
  - c. Creating a process for maintaining and sharing a list of recently or to be discharged individuals from state institutional settings to connect with service providers, case managers, or other organizations or programs to ensure that people do not immediately exit into homelessness.
6. **Re-housing:** The Governor will expand on the homelessness state of emergency's re-housing focus by developing a budget request for the legislature to create two distinct re-housing programs to more effectively re-house people experiencing homelessness in Oregon:
- a. One program will serve people experiencing chronic homelessness and support an integrated behavioral health and health model of service delivery; and,
  - b. One program will serve people experiencing short-term economic homelessness and include employment supports to help reduce the risk that a short experience of homelessness will become chronic.

## Appendix A. Proposed ICH Action Plan Deliverables

### Outcomes

For the purpose of creating clear, consistent and accountable outcomes describing the progress of the state's investments:

	Deliverable	Agency Lead	Agencies Involved	Timeline & Fiscal Impact
1	Align outcome definitions for re-housing, shelter and transitional housing capacity, supportive housing, and homelessness prevention with different levels of government (state, regional, local) to ensure we are all comparing apples to apples when reporting on homelessness outcomes.	OHCS	ODHS	2 months  No Fiscal Impact
2	Create consistent definitions for terms that determine program eligibility across the homelessness to housing continuum (such as defining chronic homelessness) for all state programs, including areas of alignment with federal definitions (i.e., McKinney-Vento definitions) to improve collaboration and consistency across state programs, reducing discrepancies for how people are referred to services they are eligible for.	OHCS	ODHS, DAS, OHA, DOC, OYA, ODE, DOJ	3 months  Minimal Fiscal Impact
3	Develop a "homelessness accountability" legislative concept to identify a coordinating lead in each geographic region, require an annual plan that identifies how all homelessness-related funding the jurisdiction is receiving will reduce homelessness overall, sets outcomes that are racially equitable, and requires annual outcomes reporting to the state so Oregon Housing and Community Services can provide a statewide homelessness outcomes dashboard.	OHCS	ODHS, OHA, ODEM	6 months  Fiscal Impact

## Shelter and Transitional Housing

For shelter and transitional housing, map the current system by core program area (shelter, transitional housing, re-housing, permanent supportive housing, street outreach and navigation), identify system gaps, develop core standards and policies, and develop housing-specific equity outcomes for core programs and services:

	Deliverable	Agency Lead	Agencies Involved	Timeline & Fiscal Impact
1	Develop a policy option package that reflects the resources necessary to maintain shelter capacity and rehousing focused services supported by the state via the homelessness emergency order implementation and with other investments from the 2023-25 biennium.	OHCS	ODHS	3 months  Fiscal Impact
2	Map of existing shelters and transitional housing, including but not limited to state funded sites. Analysis of unmet need for shelter and transitional housing by geography and subpopulation, to better understand the landscape of what exists currently and major system gaps.	OHCS	ODHS	6 months
3	Develop policy option package to expand existing shelter capacity in a way that addresses inequities by geography and subpopulation.	OHCS	ODHS	6 months
4	Best practices analysis for street outreach that effectively connects people experiencing unsheltered homelessness to shelter or transitional housing to inform the state's re-housing or navigation-related programs. Include an understanding of gaps in the existing user journey for people accessing state-funded shelter and transitional housing.	OHCS	ODHS, OHA, ODOT	6-12 months  Minimal Fiscal Impact
5	Develop a single statewide shelter program that has consistent standards and clear housing-focused outcomes. To inform the development of this program, compare the program standards of existing programs, policies, and associated contract requirements to make sure we are using the best elements of our existing programs to develop this new and aligned state program. Include recommendations for how shelters respond to inclement weather events and accommodate adding beds to proactively address fluctuations in need before an emergency occurs while maintaining operations through the biennium.	OHCS	ODHS, DAS, OHA, DOC, OYA, ODEM	6-12 months  Minimal Fiscal Impact
6	Development of consistently defined equity outcomes for shelter and transitional housing programs so that accountable and clear measures are in place to evaluate progress towards the goal of reducing homelessness by connecting people to permanent housing. Include analysis of existing data/outcome metrics and a summary of stakeholder outreach that informed definition of housing focused equitable outcomes.	OHCS	ODHS, OHA, DOC, OYA, DAS	6-12 months  Minimal Fiscal Impact

7	Develop recommendations to reserve spaces in state-funded shelters and permanent supportive housing for people exiting state institutional settings or systems of care. Explore how to incorporate development of a shareable list for proactively placing eligible individuals into reserved spaces and housing units to improve connections to housing and reducing instances of immediate exits to homelessness.	OHCS	DOC, OHA, ODHS, ODVA, OYA, YDD	1 year  Minimal Fiscal Impact
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## Permanent Supportive Housing and Other Supportive Housing Types

For permanent supportive housing (PSH) and other supportive housing types, map the current system, identify system gaps, develop core standards and policies, and develop housing-specific equity outcomes:

	Deliverable	Agency Lead	Agencies Involved	Timeline & Fiscal Impact
1	Develop a policy option package and associated program framework to create a tiered permanent supportive housing program at the state that provides different levels of funding for different levels of services, includes a strategy to connect people exiting state institutions with state-funded supportive housing, tracks housing retention outcomes by race/ethnicity, and improves the process of connecting people with the type of PSH that is most in alignment with their needs.	OHCS		6 months
2	Map of supportive housing, and analysis of unmet need for supportive housing, to better understand the landscape of what exists currently and what additional resources are needed to address gaps in service, both geographically and for specific populations.	OHCS	ODHS, DAS, OHA, DOC, OYA	6 months  Minimal Fiscal Impact
3	Analysis of how people access state-funded supportive housing, findings for gaps and challenges, and strategies to address gaps in accessing and gaining appropriate supportive housing opportunities.	OHCS	ODHS, DAS, OHA, DOC, OYA	6-12 months  Minimal Fiscal Impact
4	A comparison of all program standards and policies related to state-funded supportive housing, and recommendations to align and coordinate so that the system is easier to navigate for both service providers and people seeking services.	OHCS	ODHS, DAS, OHA, DOC, OYA, ODEM	6-12 months  Minimal Fiscal Impact
5	Develop a policy option package to expand the "Valid with Previous Photo" program to allow for DMV to issue IDs with current photo to people exiting state institutional settings and become eligible for housing, including state-funded supportive housing, immediately upon release or discharge.	ODOT/DMV	DOC, OHCS, OYA, YDD	1 year  Minimal Fiscal Impact
6	Proposed procedure for creating coordination between CoCs and DOC and OHA for placing people exiting state institutional settings into PSH, and steps needing to be taken to proactively arrange for	OHCS, DOC, OHA	ODVA, ODHS, OYA, YDD	1-2 years  Minimal Fiscal Impact

	housing in release plans from prison, jail, or state hospital settings to reduce exits immediately into homelessness and improve housing outcomes.			
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## Programs Serving Youth Experiencing or At-Risk of Homelessness

For programs serving youth, develop and implement plan to align overlapping programs, develop housing-specific equity outcomes, create a data dictionary for homelessness and housing-related terms used statewide, develop cohesive data infrastructure, governance framework and standards for data collection, and improve housing outcomes for youth exiting state institutional settings and systems of care:

	<b>Deliverable</b>	<b>Agency Lead</b>	<b>Agencies Involved</b>	<b>Timeline &amp; Fiscal Impact</b>
1	Mapping and analysis of services provided by overlapping programs serving youth to reduce complexity for people navigating eligibility for state programs. Plan to organize the overlapping services under the homelessness to housing continuum categories. - Programs to map and analyze: Youth Experiencing Homelessness Program (YEHP), Emergency Housing Account (EHA) for Youth, Long-term Rental Assistance for Youth (RAY), Community Investment Grants from YDO, and McKinney-Vento Act: Homeless Education Program.	ODHS, OHCS, OHA	OYA, YDD, ODE	6 months  Minimal Fiscal Impact
2	Develop recommended equity outcomes for programs serving youth so that accountable and clear measures are in place to measure progress towards the goal of reducing homelessness for youth.	OHCS	DAS, ODHS, OHA, OYA, YDD, ODE, ODVA	6-12 months  Minimal Fiscal Impact
3	Proposed Data Dictionary, Enterprise Data Standard Development Process and Procedures, Data Standards Template, Data Steward roles and responsibilities template, Data Stewardship Plan template, Data Evaluation Criteria for data and processes related to youth. Include a summary of the gap analysis for existing data and process and recommendations to address gap to provide a clear understanding of disparities that exist within vulnerable youth populations experiencing or at-risk of homelessness.	DAS	OHCS, ODHS, OHA, OYA, YDD, ODE, ODVA	6-12 months  Minimal Fiscal Impact
4	Proposed statewide data standard for programs serving youth, summary of outreach, and Data Standard Work Plan, Data Standard Draft for public comment, and the Final enterprise data standard release, to create a sustainable and transparent data collection that is robust and comprehensive enough to inform decision-making and effectively reduce homelessness.	DAS	OHCS, ODHS, OHA, OYA, YDD, ODE, ODVA	1-2 years  Fiscal Impact
5	Develop a policy option package/LC to improve housing outcomes for youth exiting or aging out of state systems or institutional settings and budgetary or legislative requirements for implementation of proposed strategies. Potential strategies include	ODHS, OYA	OHCS, OHA, YDD	1-2 years  Fiscal Impact

research of an expanded Direct Cash Transfer program, an analysis of current release practices from the juvenile justice system and exits from child welfare, foster care, or other youth-related assistance, a potential list for tracking youth exits and process for continued service coordination through other state programs, and outreach or education to housing providers and renters to expand housing opportunities for youth.			
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## Service Coordination

Develop strategies to improve housing outcomes for people engaging in survival activities on state-owned or managed land, transitioning out of state institutions and/or systems of care, and expand culturally-specific services available to especially vulnerable populations:

	<b>Deliverable</b>	<b>Agency Lead</b>	<b>Agencies Involved</b>	<b>Timeline &amp; Fiscal Impact</b>
1	Develop a framework to connect people engaging in survival activities on state-owned or managed property to services such as housing, navigation, or street outreach. Include best practice analysis from local or national examples.	OPRD	ODFW, DSL, State Library, ODF, CRGC, TIC, ODOT	1 year Minimal Fiscal Impact
2	Findings from analysis of current release, aging out, or discharge practices, including mapping the user journey across multiple programs or populations served, and a synthesis of what is currently being tracked by each agency to provide clear mapping that informs how the state can close gaps and reduce disparities in housing stability.	OYA, DOC, ODVA, ODHS, OHA	YDD, CJC, OHCS, DAS	6 months No Fiscal Impact
3	A process and agreement for creating and sharing a list of recently or to be discharged individuals to connect with service providers, case managers, or other organizations or programs to ensure that people do not immediately exit into homelessness.	ODHS, OYA, YDD, DOC, CJC, ODVA, OHA	DAS, OHCS	6-12 months Minimal Fiscal Impact
4	Recommendations vetted through outreach for methods on building capacity for culturally specific service providers, resulting in an increased number of services for specific vulnerable populations experiencing or at-risk of homelessness and reducing instances of homelessness to being brief, rare, and one-time.	DAS	OHCS, ODHS	6 months Minimal Fiscal Impact

## Cross System Alignment

Develop strategies to improve the provision of health and behavioral health services to people experiencing homelessness where they are in the homelessness to housing continuum:

	<b>Deliverable</b>	<b>Agency Lead</b>	<b>Agencies Involved</b>	<b>Timeline &amp; Fiscal Impact</b>
1	Status quo analysis of state contract requirements of CCOs and CMHPs for the purpose of identifying opportunities to understand state expectations in contract to provide health and behavioral health services to people experiencing homelessness where they are in the housing to homelessness continuum.	OHA	None	6 months Minimal Fiscal Impact
2	Status quo analysis of CCO, CMHP, and FQHC practices for the purpose of identifying promising practices to support expansion of provision of health and behavioral health	OHA	OHCS, ODHS	6 months

	services to people experiencing homelessness where they are in the homelessness to housing continuum.			Minimal Fiscal Impact
3	Best practices analysis of local and national strategies that maximize billable services to provide health and behavioral health services to people experiencing homelessness where they are on the homelessness to housing continuum.	OHCS	ODHS, OHA	6 months  Minimal Fiscal Impact
4	As part of the homelessness state of emergency (EO 24-02), work with MACs to identify high priority shelters or transitional housing to pilot enhanced coordination with CCOs for the purpose of providing health and behavioral health services on site (e.g., medical respite model). Identify how those supports and services can be paid for (maximizing Medicaid reimbursement, e.g., leveraging THWs and cross training housing/CCO staff).	OHCS	ODHS, OHA	1 year Minimal Fiscal Impact

## Appendix B. Next Steps – Outreach and Engagement

**Tribal Consultation:** The Governor’s Office will continue tribal consultation on the Governor’s homelessness priorities to ensure effective government to government consultation that recognizes the sovereignty of the nine federally recognized tribes in Oregon.

**Stakeholder outreach:** The Governor’s Office will conduct outreach and engagement with stakeholders, service providers, local and regional governments, and people with lived experience to explore the following questions:

- Which tasks do you recommend prioritizing for implementation over the next year?
- What’s missing from the scopes of work?
- What are unintended consequences of implementing the ideas in the scopes?
- Are there any concerns about the feasibility and timelines included in the scopes?
- Any other comments or feedback on the tasks included in the scopes?

Once feedback is gathered and incorporated into the annual action plan for the Governor’s consideration, the Governor’s Office will reconvene the ICH and move forward on implementation of the prioritized deliverables.