

June 1, 2023

BCC Agenda Date/Item: \_\_\_\_\_

Board of County Commissioners  
Clackamas County

**Approval of Amendment # 1 increasing funding and changing the scope of work of a Federal Subrecipient Grant Amendment with Central City Concern for the Law Enforcement Assisted Diversion Program (LEAD). Amendment value is \$335,174.22. Agreement value is increased to \$1,878,643.36 for 18 months. Funding is through US Department of Justice, Supportive Housing Services (Metro) Grant, and Budgeted County General Funds.**

<b>Previous Board Action/Review</b>	August 18, 2022, 20220818 III.E.7 Briefed at Issues – May 30, 2023		
<b>Performance Clackamas</b>	1. Ensure safe, healthy, and secure communities by increasing access to services for vulnerable populations.		
<b>Counsel Review</b>	Yes	<b>Procurement Review</b>	No
<b>Contact Person</b>	Vahid Brown	<b>Contact Phone</b>	(971) 334-9870

**EXECUTIVE SUMMARY:** The Housing & Community Development Division (HCDD) of the Health, Housing and Human Services Department (H3S) of Clackamas County requests approval of Amendment #1 to expand the scope of work and to increase the compensation of the Subrecipient Grant Agreement with Central City Concern for the continuation of service delivery of the Law Enforcement Assisted Diversion Program (LEAD).

Amendment #1 adds additional funds for vehicle expenses to support outreach and engagement work throughout the County, new administrative staff to shift administrative functions off of case managers and allow them to focus their time in the field, an increase in client support funding to further facilitate housing placements for LEAD clients, and a new LEAD case manager assigned to work within the City of Milwaukie. This new case manager will partner with a Milwaukie Police Department behavioral health specialist to offer collaborative outreach, engagement, and follow-up care for individuals referred for targeted outreach. Under this Amendment, the Subrecipient will continue to serve as the case management provider for the LEAD program.

Since 2019, Clackamas County’s Law Enforcement Division Program (LEAD) has improved community health and safety by diverting hundreds of individuals struggling with substance use disorder from the criminal justice system to case management services. LEAD strives to connect systems and initiatives to advance a comprehensive, coordinated response to the substance abuse crisis across the County. Central City Concern has forty years of expertise in delivering services to

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individuals who suffer from addiction, homelessness, and involvement with the criminal justice system.

**RECOMMENDATION:** Staff recommends the Board approve Amendment #1 to contract #10791 with Central City Concern to continue to provide services service delivery of the Law Enforcement Assisted Diversion Program (LEAD).



Health, Housing & Human Services

Federal Subrecipient Grant Amendment (FY 22-23)  
**H3S – Children, Family & Community Connections Division**

Grant Agreement Number: 23-004

Board Order Number: 20220218 III.E.7


Department/Division: H3S-CFCC

Amendment No. 1

Local Recipient: Central City Concern

Amendment Requested By: Vahid Brown

County Counsel Approved to Form:

  
\_\_\_\_\_  
Andrew Naylor                                  04/26/2023  
Date

Changes:  Scope of Service                                   Agreement Budget  
 Agreement Time     Other

**Justification for Amendment:**

This Amendment #1 is entered into between Central City Concern (“SUBRECIPIENT”) and Clackamas County (“COUNTY”) and shall become part of that Federal Subrecipient Grant Agreement (“Agreement”) entered into by and between both parties on August 18, 2022. The purpose of this Amendment #1 is to expand the scope of work and to increase the compensation.

Maximum compensation is increased by \$335,174.22 for a revised maximum of \$1,878,643.36.

This Amendment #1 adds additional funds for vehicle expenses and for a Law Assisted Diversion program (“LEAD”) case manager assigned to work within the city of Milwaukie. Under this Amendment, SUBRECIPIENT will continue to serve as the case management provider for the LEAD program.

Except as amended hereby, all other terms and conditions of the contract remain in full force and effect. The County has identified the changes with “***bold/italic***” font for easy reference.

**AMEND:**

- Program.** The Program is described in attached **Exhibit A:** Subrecipient Statement of Program Objectives. SUBRECIPIENT agrees to carry out the program in accordance with the terms and conditions of this Agreement.

**TO READ:**

- Program.** The Program is described in attached **Exhibit A:** Subrecipient Statement of Program Objectives **and Exhibit A.1: Scope of Work LEAD Milwaukie.** SUBRECIPIENT agrees to carry out the program in accordance with the terms and conditions of this Agreement.

**AMEND:**

- Grant Funds.** The maximum, not to exceed, amount COUNTY will pay is \$1,543,469.14. COUNTY’s funding for this Agreement is as follows:
  - US Department of Justice, Office of Justice Programs
    - Comprehensive Opioid, Stimulant, and Substance Abuse Site-Based Program (\$214,241.14).

Central City Concern - LEAD  
Federal Subrecipient Grant Agreement 23-004 Amend 1 Page 2 of 3

Agreement No. 2020-AR-BX-0056; CFDA 16.838).

- Clackamas County General Fund
  - Affordable Housing Policy Level Proposal (\$395,000)
- Supportive Housing Services (Metro)
  - Justice System Diversion Supportive Services, Program Offer #03-2022-03 (\$934,228).

**TO READ:**

**4. Grant Funds. The maximum, not to exceed, amount COUNTY will pay is \$1,878,643.36.**

COUNTY's funding for this Agreement is as follows:

- US Department of Justice, Office of Justice Programs
  - Comprehensive Opioid, Stimulant, and Substance Abuse Site-Based Program (**\$214,240.85**).  
Agreement No. 2020-AR-BX-0056; CFDA 16.838).
- Clackamas County General Fund
  - Affordable Housing Policy Level Proposal (\$395,000)
- Supportive Housing Services (Metro)
  - Justice System Diversion Supportive Services, Program Offer #03-2022-03 (**\$1,269,402.50**).

*(continued on next page)*

**ADD the following to Exhibit A, Statement of Program Objectives:**

**EXHIBIT A.1  
SCOPE OF WORK: LEAD MILWAUKIE**

This Exhibit A.1 adds one full-time LEAD case manager assigned to work within the city of Milwaukie.

The service description, eligibility criteria, and scope of work for this additional case management position will remain the same as set forth in Exhibit A, though further specified as follows:

Area of Work

SUBRECIPIENT will assign an additional case manager - the LEAD Milwaukie case manager - to provide outreach and case management services within the city of Milwaukie, Oregon, in the same manner as described in Exhibit A. The LEAD Milwaukie case manager will provide these services in coordination with the mental health specialist employed by the City of Milwaukie.

Scope of Work

SUBRECIPIENT will provide proactive and intensive outreach to 48 unique individuals over a 12-month period in or near the city of Milwaukie. This is in addition to the proactive and intensive outreach to 200 unique individuals provided for in Exhibit A.

SUBRECIPIENT will provide supportive services through direct mobile outreach and engagement. The LEAD – Milwaukie case manager will partner with the Milwaukie mental health specialist to offer collaborative outreach, engagement and follow-up care for individuals referred by Milwaukie mental health specialist for targeted outreach. SUBRECIPIENT's direct outreach methods will incorporate the provision of safety-on-the-streets resources, reduction of housing barriers, partnering with housing and community agencies, and connecting participants to mainstream services and transitional and permanent housing. SUBRECIPIENT will participate in or facilitate "warm hand off" connections to shelter, housing navigation, and rental assistance resources.

Referrals for this program will come from ongoing community interaction, in coordination with City of Milwaukie mental health specialist, Coordinated Housing Access ("CHA"), street outreach programs, and through coordination with HST staff. These services will be restricted to within the Metro jurisdictional boundary. Housing First Aid/diversion, a client focused minimal intervention approach will be meaningfully attempted with each participant; Housing First Aid/diversion training will be provided by the Housing Services Team ("HST"). Providing CHA screenings, assisting with by-name list ("BNL") outreach efforts, and collecting information for the Built for Zero initiative are required as an outreach and engagement provider. Built for Zero is an initiative led by national non-profit Community Solutions of which Clackamas County is a participant, and through which Community Solutions provides technical support to COUNTY in developing quality by-name data on people experiencing homelessness and local collaboration efforts dedicated to ending homelessness locally.

SUBRECIPIENT will provide HST with information regarding the days and times during which their outreach services will be readily available. Subrecipient will communicate in a timely manner to HST and engaged participants any changes in operations or schedule that may affect the previously established days and times when their services will be available to the community.

Services offered must be voluntary, based on participants' states needs and preferences, and must include but are not limited to:

- Provision of safety-on-the-streets resources (e.g., food, survival gear, toiletries)
- Assistance in identification and removal of barriers to permanent housing placement
- Completion of CHA assessment as soon as possible upon engagement
- Information about and assistance in connecting to mainstream services and benefits (e.g., SNAP, Oregon Health Plan enrollment, behavioral health day centers, food pantries)
- Build trusting relationships with participants
- Housing First Aid/diversion: All people will be offered Housing First Aid or rapid resolution conversation
- Assistance obtaining appropriate documents to access housing, employment, and other needed services, with consideration for the needs of immigrant/vulnerable populations.
- Individualized resource referral and connection, including mental and physical health, as needed.
- Outreach, including to pre-identified people on by-name list, with the goal of connecting to longer-term housing resources and/or shelter.
- Support participants in self-advocacy efforts and identify opportunities to add participant voice to policy discussions

In addition to the above, SUBRECIPIENT agrees to accomplish the above work under the following terms:

- Utilize a trauma informed approach, including techniques outlined in the Guiding Principles and Expectations below
- Maintain consistent hours of operation
- Actively participate in trainings, coordination, case conferencing and other meetings as required by HST.
- Maintain active communication with HST outreach and safety off the streets program coordinator, including but not limited to ongoing communications regarding best practices, HST program policies, information tracking, and participant vulnerabilities.
- Target high profile or specific sites for outreach or as assigned by HST.
- Document and certify eligibility of each adult household member as either Population A or Population B.
- Ensure access points are low barrier for entry into housing.
- Outreach and Engagement may not categorically exclude persons fleeing domestic violence.
- Have rules to ensure a safe environment for all staff and clients. These rules must be in plain language and as streamlined as possible.
- All uses of flexible funds for client services must adhere to the Clackamas County Supportive Housing Services Flexible Funding Use Guidelines as described below.

### Goals and Benchmarks

Outcome	Goal	Data Source
Data Completeness	95% data completeness across all HMIS data elements	HMIS
Housing Stability	On avg, the amount of time from 1 <sup>st</sup> contact to program engagement (as defined by HMIS data standards) will be no more than 30 days.	HMIS
Effective Services	<ul style="list-style-type: none"> <li>• Make 1<sup>st</sup> effort at contact with people referred from by-name list (BNL) or in coordination with City of Milwaukie behavioral health specialist within an average of 3 business days</li> <li>• Complete CHA assessment/BNL entries of participants within an average 3 days of engagement</li> <li>• Contact made with at least 48 households within the 1<sup>st</sup> 12 months of contract</li> <li>• At Least 50% of participants with at least 1 contact will fully engage in services</li> <li>• 95% of households screened for social/health vulnerabilities based on SUBRECIPIENT agency metric</li> </ul>	HMIS, SUBRECIPIENT screening report
Ending Homelessness	At least 75% of engaged are either navigated to permanent or transitional (more than 90 day stay) housing OR connected with a housing navigation provider	HMIS

**Benchmarks and timeline**

1. Hire and have 100% of staff added via this Amendment on board within 90 days of execution of this Amendment.
2. Complete HMIS and CHA training for added staff within 90 days of Amendment execution.
3. Complete Housing First Aid/Diversion training for added staff within 90 days of contract execution.

The program must work toward meeting the goals, follow the timeline, and meet each benchmark above, as indicated. Unmet benchmarks or lack of progress toward meeting goals will result in the following progressive action:

- First time missing a benchmark/not making progress on goals
  - Monitoring meeting with HST to identify barriers and possible solutions
- Second time missing a benchmark/not making progress on goals
  - Another monitoring meeting which will result in a mutually agreed upon Performance Improvement Plan ("PIP")
- Third time missing a benchmark/not making progress on goals
  - Another monitoring meeting, including an evaluation of PIP, with all remedies, up to and including termination of this Agreement.

HST will use HMIS and training enrollment data to verify goal and benchmark achievement. SUBRECIPIENT is expected to notify HST through email within 14 days once staff are hired and if there are challenges in meeting any of the benchmarks or goals above.

## Use of SHS Client Services Flexible funding

Revised: 2/2023

Flexible Funding in the SHS program may be used to pay for supportive services or items that address specific needs of program participants. SHS flexible funding must only be used to assist program participants to obtain and maintain permanent housing. All SHS providers will follow procurement law and use reasonable discretion to make economical purchasing choices. **This list below includes guidelines and policies that should be used to inform program budgeting for use of client services flexible funding, recommended caps for specific expenditures, and some resources to seek first before using client services flexible funding.**

All uses of SHS client services flexible funding must fall within one of the following three categories:

- 1) Outreach – including safety on the streets/survival assistance (refer to your contract's scope of work for further specific guidelines on outreach-related flexible funding use)
- 2) Obtaining permanent housing – including removal of barriers to obtaining permanent housing, acquiring necessary documents, filing and application fees, moving and furnishings, etc.
- 3) Maintaining permanent housing – including supportive services such as skills training, credit counseling, benefits acquisition, etc.; and eviction prevention costs, such as rent and utility arrears.

**All providers must maintain supportive documentation** that any use of client services flexible funding falls within these three categories. For expenses that fall outside the spending guidelines listed below, please document the justification for the variance in such expenses as they relate to the three eligible categories above; this may include notes in the client's case file, supporting documentation from a medical provider, ledgers of unpaid debts to a housing provider, etc. Any questions on eligible use or supporting documentation can be directed to [HousingServices@clackamas.us](mailto:HousingServices@clackamas.us).

Housing Services staff will periodically monitor agency client services flex fund utilization to ensure that supportive documentation has been maintained. Failure to maintain supportive documentation will lead to progressive corrective action, which may include contract termination.

### Rental Screening Barrier Busting

- Identification/documentation replacement-up to \$200/person
- Rent Arrears (up to \$5,000/household)- if needed to remove screening barrier and access rental housing
  - Be sure to consult COVID-related rental arrears legal guidance to determine if rental arrears accumulated during CY2020 and CY2021 may be used in landlord screening. Housing Rights and

Resources maintains up-to-date info on these and other protections:

<https://www.clackamas.us/socialservices/housingassistance.html>

- Utility arrears (*up to \$1000/household*)- if needed to remove screening barrier and access rental housing or to set up utilities in rental housing
  - Before making a payment, consult with Clackamas Energy Assistance Program: contacts at <https://www.clackamas.us/socialservices/energy.html>
- Traffic fines and fees up to *\$1000*
  - must be tied to removing screening barrier to rental housing-

### **Housing Related Costs**

- Rental Application fees-up to *\$150/household*
- Holding deposits-up to *\$400/household*
- Utility deposits-up to *\$500/household*
- Rental/Security deposits – work with RLRA team **first** to problem solve based on client specific needs to ensure compliance with the HACC Move Policy and in cases where the landlord will not accept a promissory note on a new move-in. If a participant needs to move due to health and/or safety and no other resources exist, flex funds can be used to pay for the security deposit. Check with HACC voucher program **first** to confirm if deposit assistance is available prior to using flex funds.
- Pet deposits- for up to 2 pets-up to *\$800*
- Utility payments—*up to \$500*
  - There is a utility allowance built into in the HACC rent calculation document *for heat, water, sewer, garbage and power to the rental unit*. Ensure the participant has an on-going plan to cover utility costs
- Unpaid tenant portion of rent: up to *\$500*
  - Must be a one-time or short-term prevention strategy
- Moving costs-up to *\$500 in total/household*
  - May include: truck rental, moving company, and/or moving supplies
  - If hiring a moving company, agency must receive 3 quotes before contracting with lowest price
- Community Warehouse participation costs, including delivery fee-up to *\$500/household*
- Mattress (when unavailable at Community Warehouse) - up to *\$400*
  - For mattresses at a higher cost, please document need (such as medical need that could not be paid for with health insurance)
- Mediation between landlords and program participants-up to *\$300*
  - See also free landlord mediation services provided through the County's Resolutions Services: <https://www.clackamas.us/ccrs/eviction-prevention-mediation>
- Temporary short-term housing provision- up to *\$150 per night*
  - Diversion should be used in all cases to find the most cost efficient, trauma-informed, and suitable option for each participant
  - If Emergency Shelter is the best intervention, attempts must be made first utilize existing Emergency Shelter units or vouchers
  - Hotel/motel costs may be paid out of flex funding if all other options have been exhausted, including diversion, and this is the best option for the individual
    - Costs up to *\$150 per night*
    - **Must seek re-authorization at least monthly with Housing Services team to continue to pay for this cost**

### **Other General Uses**

- Basic Hygiene/medical needs-up to *\$100/person/year*
  - Ex. Menstruation products, toilet paper, first aid kit and/or supplies, toiletries etc.
- Survival assistance-up to *\$500/household*-
  - Includes costs to support program participants' ability to survive the elements while identifying temporary and/or permanent housing options.
  - Ex. Tent, sleeping bag, hand/foot warmers, socks, shoes, warm weather gear, food/water, sun screen, backpack etc.



- Assistance applying for benefits-*up to \$500/applicant*
  - Ex. Fees to attorneys or others to assist with completing an SSI/SSDI application
- Cell phone bill-*up to \$200/household*
  - Before paying with SHS funds, households must apply for reduced cost phone programs. Example: Oregon Lifeline, <https://www.oregon.gov/puc/pages/oregon-lifeline.aspx>; Oregon Health Plan members can also receive a free phone via their care coordinator (with CareOregon or HealthShare). Info at: <https://www.healthplansinoregon.com/free-cell-phones-for-members-of-oregon-health-plan/>
- Educational/Life Skills services-*up to \$300*
  - Ex. Consumer/financial ed, health education, prevention programs, literacy, ESL/ELL, GED, tutoring, household management, conflict management, use of public transit, nutrition, meal prep, parental ed
  - Ex. buying required books, supplies, and/or instructional material associated with education
- Transportation
  - Bus passes (*monthly*)-*\$100/person*
    - If qualified, agency must assist individuals in applying for honored citizen or other reduced cost bus passes; apply via <https://trimet.org/fares/honoredcitizen.htm>
    - Check with local partners about TriMet partnerships to offset the cost of bus passes (example, Clackamas Service Center and The Father's Heart)
  - Gas cards (*up to \$100 monthly*)
    - When transportation is at least 70% associated with participants work, healthcare needs, grocery shopping, accessing services, and other essential functions
    - SHS funding can only pay for gas cards on an as-needed bases. This policy should **not** be read to mean that every participant with a vehicle automatically receives \$100 a month
  - Car repair or maintenance, not to exceed 10% of Blue Book value of the vehicle-
- Food (*up to \$150/mo/household*)
  - Food paid for by SHS should be supplemental to SNAP benefits and accessing food banks and other free or reduced cost food programs
  - SHS funding can only pay for food on an as-needed bases. This policy should **not** be read to mean that every participant/household automatically receives \$150 a month in food assistance
- Employment assistance and job training- in-person or online- *up to \$100/working-age person*
  - Ex. Training in particular software or computer skills, on-the-job instruction, employment assistance programs, reasonable stipends for job training
- Costs or fees associated with participating in necessary healthcare services- *up to \$100*
  - *Contact Clackamas County Behavioral Health for appointments*
  - Ex. mental or physical health costs, program fees, etc.
- Credit Counseling- *up to \$75*
  - Assistance with resolving personal credit issues
- Engagement services- costs to support engagement with program participants-*up to \$150/household*
- Child Care
  - Cost of establishing childcare or providing childcare vouchers
  - Costs for food, as required by a childcare provider
- Storage unit costs- *up to \$200/household*

*Storage unit costs should only be covered for a short time (generally 3 months max) until a participant can be reunited with their possessions*

**REPLACE: Exhibit C: Budget in its entirety with:**

<b>Budget</b>						
<b>Contractor:</b> Central City Concern		<b>Budget Period:</b>				
<b>Address:</b> 232 NW 6th Avenue		August 15, 2022 to December 31, 2023				
Portland, OR 97209						
<b>Term:</b> 8/15/22-12/31/23						
<b>Budget Category</b>	<b>COSSAP</b>	<b>County General Funds Expenditure Period: 8/15/22-6/30/23</b>	<b>County General Funds Expenditure Period: 7/1/23-12/31/23</b>	<b>Supportive Housing Services</b>	<b>Totals</b>	
<b>Direct Costs</b>						
<b><u>Personnel and Fringe</u></b>						
Program Supervision (1.0 FTE)	\$ 72,000.00		\$ 14,458.75		\$ 86,458.75	
Admin Assistant (1.0 FTE)	\$ 28,409.09			\$ 23,590.91	\$ 52,000.00	
Benefits @ 32%	\$ 32,130.91		\$ 4,626.80	\$ 7,549.09	\$ 44,306.80	
<b><u>Housing Navigation</u></b>						
Housing Specialist (1.0 FTE)				\$ 64,473.15	\$ 64,473.15	
Benefits @ 32%				\$ 20,631.41	\$ 20,631.41	
<b><u>Outreach and Engagement</u></b>						
Case Manager (6.0 FTE)				\$ 365,479.22	\$ 365,479.22	
Peer Support Specialist (1.0 FTE)				\$ 52,417.47	\$ 52,417.47	
Screening and Outreach Coordinator (1.0 FTE)				\$ 66,191.23	\$ 66,191.23	
Benefits @ 32%	\$ -	\$ -	\$ -	\$ 154,908.13	\$ 154,908.13	
<b>Total Personnel and Fringe</b>	<b>\$ 132,540.00</b>	<b>\$ -</b>	<b>\$ 19,085.55</b>	<b>\$ 755,240.61</b>	<b>\$ 906,866.16</b>	
<b><u>Program costs</u></b>						
Client Support - Flexible Funding		\$ 79,666.39	\$ 73,368.44		\$ 153,034.83	
Office/Furnishings	\$ 4,694.33		\$ 2,000.00		\$ 6,694.33	
Equipment		\$ 7,300.00		\$ 4,000.00	\$ 11,300.00	
Vehicle Costs	\$ 40,000.00		\$ 22,168.40	\$ 75,217.00	\$ 137,385.40	
Rent		\$ 24,000.00	\$ 22,500.00	\$ 43,500.00	\$ 90,000.00	
Utilities	\$ 2,800.00		\$ 1,400.00	\$ 350.00	\$ 4,550.00	
Health Services Direct Allocation		\$ 35,000.00	\$ 16,744.00	\$ 12,202.00	\$ 63,946.00	
Employee Training/Morale		\$ 20,000.00	\$ 8,700.00	\$ 1,250.00	\$ 29,950.00	
<b><u>Housing Navigation</u></b>						
Client Support - Flexible Funding				\$ 87,482.59	\$ 87,482.59	
<b><u>Outreach and Engagement</u></b>						
Client Support - Flexible Funding				\$ 87,482.59	\$ 87,482.59	
<b>Total Program Costs</b>	<b>\$ 47,494.33</b>	<b>\$ 165,966.39</b>	<b>\$ 146,880.84</b>	<b>\$ 311,484.18</b>	<b>\$ 671,825.74</b>	
<b>Total Direct Costs</b>	<b>\$ 180,034.33</b>	<b>\$ 165,966.39</b>	<b>\$ 165,966.39</b>	<b>\$ 1,066,724.79</b>	<b>\$ 1,578,691.90</b>	
<b><u>Indirect Costs</u></b>						
19.0% Federal Indirect Rate	\$ 34,206.52	\$ 31,533.61	\$ 31,533.61	\$ 202,677.71	\$ 299,951.46	
<b>Totals</b>	<b>\$ 214,240.85</b>	<b>\$ 197,500.00</b>	<b>\$ 197,500.00</b>	<b>\$ 1,269,402.50</b>	<b>\$ 1,878,643.36</b>	

Central City Concern - LEAD  
Local Subrecipient Grant Agreement – CFCC 10046 Amend 1 Page 1 of 3

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IN WITNESS WHEREOF, the parties hereto have caused this Amendment #1 to be executed by their duly authorized officers.

**SUBRECIPIENT**

**Central City Concern**

Attn: Legal Affairs  
232 NW 6<sup>th</sup> Street  
Portland, Oregon 97209  
503-294-1681  
contracts@ccconcern.org

**CLACKAMAS COUNTY**

Commissioner: Tootie Smith, Chair  
Commissioner: Paul Savas  
Commissioner: Martha Schrader  
Commissioner: Mark Shull  
Commissioner: Ben West

DocuSigned by:  
By: Sean Hubert 4/7/2023  
Sean Hubert Date  
Vice-President & Strategy Officer

By: \_\_\_\_\_  
Tootie Smith Date  
Clackamas County Board Chair