

*Social Services*



# CITY OF PORTLAND — MULTNOMAH COUNTY

## EMERGENCY BASIC NEEDS COMMITTEE



CITY COUNCIL/BOARD OF COUNTY COMMISSIONERS  
JOINT SESSION  
February 23, 1988

### AGENDA

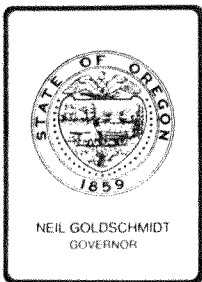
- 9:30 Call to order
- 9:35 Opening Remarks and Intro of staff report  
Jan Yocom, Chair, EBNC  
Doug Rogers, Director, SNO-CAP
- 9:40 Staff Report  
Bill Thomas and Rachel Jacky
- 9:55 Speakers (each introduced by Jan Yocom; 2-3 minute presentations)  
David Paradine, President, United Way  
Mike Powell, Mayor's appointment to EBNC  
Duane Zussy, Director, County Department of Human Services  
Lou Savage, Chair, Community Action Agency of Portland; member  
EBNC transition team  
Carole Murdock and Jerry Gillham, Mult. Co. Community Action  
Agency Board  
Susan Johnson, representing low-income; member EBNC transition  
team  
Jean DeMaster, Director, Burnside Projects; member EBNC  
transition team  
Marilyn Miller, Director, Portland Impact; member EBNC  
transition team  
Blanche Shroeder, Chamber of Commerce  
Irma Gonzales, Manager, State Community Services  
Bev Stein, community activist
- 10:40 Questions/discussion by City and County  
Commissioners

If time permits, public comments will be accepted. Persons who wish to speak will be asked to sign up.

Human Resources Bureau  
1120 S.W. 5th Avenue  
Portland, OR 97204

### CONTACTS

COUNTY: Bill Thomas, 248-3000  
CITY: Rachel Jacky, 796-5201



## Department of Human Resources

### OFFICE OF THE DIRECTOR

#### State Community Services

207 PUBLIC SERVICE BUILDING, SALEM, OREGON 97310 PHONE (503) 378-4729

February 25, 1988

Duane Zussy, Director  
Multnomah County Oregon  
Department of Human Resources  
7th Floor, J.K. Gill Building  
426 S.W. Stark Street  
Portland, OR 97204

Re: CITY-COUNTY EMERGENCY BASIC NEEDS COMMITTEE PROPOSAL

Dear Duane:

This letter will confirm the verbal commitment I made to you on Monday, February 22. State Community Services (SCS) is interested in financially supporting the proposed merger, and is prepared to offer \$15,000 if the merger actually takes place. State Community Services feels the partnership arrangement is vital to the continued service delivery of SCS programs within the Multnomah County area.

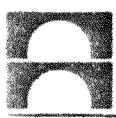
I would like to have been in a position to make a larger contribution; however, State Community Services, which is nearly 100% federally funded, has been experiencing severe program revenue reductions which has drastically impacted the administrative dollars available to us. In reviewing our present budget we were able to find \$15,000 which we felt we could contribute to this partnership, but I need to reiterate that the \$15,000 is available only if the merger goes through.

I want to take this opportunity to thank you for the opportunities presented to State Community Services to input into the proposed merger. We believe the proposal will work to Multnomah County's advantage and wish you well in this giant endeavor.

Sincerely,

  
Irma Flores Gonzales,  
Manager

cc: Les Ferguson  
IFG:w



TESTIMONY TO THE JOINT CITY COUNCIL/COUNTY  
BOARD OF COMMISSIONERS SESSION on the  
EBNC MERGER/TRANSITION PROPOSAL  
2/23/88

Presented by Jean DeMaster, member, CAAP/MCCCA Transition Team

Many programs serving the homeless and very poor in Portland and Multnomah County have their foundations in the Community Action Agency network. The plan before you today will unify the City and County CAAP agencies, unite Community Action funds with other funding designated to serve poor and/or low-income people, and create a strong voice for advocacy for people and programs struggling to accomplish day-to-day responsibilities, goals, and objectives.

As a member of the Transition Team, I realize that this is a compromise document: no group or special interest received all that it would have liked. Yet, the concept and vision in it are strong. We strongly support its principles of:

- 1) City/County priority-setting, planning and coordination; we believe this will result in a more coordinated and less wasteful system;
- 2) Creating a focal point for responsiveness to emergency basic needs problems; we believe this will result in fewer crises in the areas of shelter for the homeless, food for the hungry, medical care for the sick, injured, and disabled, and jobs for the unemployed;
- 3) Maximizing the ability of programs in the City and County to obtain local, state, regional, and national funds; we hope this will result in more services being available to people who find themselves desperate for lack of housing, food, medical care, and other necessities;
- 4) Creating a balanced system by establishing a Provider Agency Organization which can represent the needs of both the people who need services and the agencies which provide those services. We believe that the strengthening of this group is an important addition to making this new system workable.

In sumamry, as a representative of the Providers of Service, I strongly support the EBNC Merger/Transition Proposal. When its vision is carried out, the result will be a stronger community action system which is more able to focus on breaking the cycles of poverty, homelessness, and illness which entrap the people it serves. We look to the new Community Action Agency to unify programs, to allow expanded services, to close the gaps in services to clients, to increase accountability, and to speak with a bolder and stronger voice on behalf of men, women, and children whose strongest desire is to escape conditions which make them dependent. A unified and strengthened Community Action Agency will be even more able to empower citizens as well as Provider Agencies to become catalysts for change in assisting dependent people to achieve self-sufficiency, gain in feelings of self-worth, and contribute more productivity to their -- and our -- community.



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ALCOHOL-FREE HOUSING

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TUESDAY, FEBRUARY 23, 1988

## Strengthen helping hand

A plan for coordinating emergency basic needs services in Multnomah County promises to make this community's helping effort more cost-effective. It should be well received by city and county commissioners when they meet jointly Tuesday.

Attempts to pull together the various emergency helping organizations here have been going on for years. United Way has taken a lead role in coordinating service planning, but is hampered by a perception of some agencies that its planning is not broadly applicable.

In February 1983, a consortium was formed to design an effective, coordinated network of helpers. It was disbanded two years later after failing to gain funding to implement its recommendations.

This newest effort was born out of the Services Evaluation Task Force. That group was formed by Portland and the county after commissioners of both governments wisely decided to end their costly and inequitable duplication of services.

The plan to be presented Tuesday puts the responsibility for ending duplication and filling gaps in emergency basic needs right where it

should be — with the Board of Multnomah County Commissioners.

The city of Portland would remain a player, but the county would be responsible for advocacy, planning, evaluation, money raising and management, and coordinating delivery of services. Private groups could re-focus on the assistance they want to deliver to the needy.

A reorganized countywide Community Action Authority is proposed. Private and government organizations would funnel most of their emergency help funding through the new agency. It then would respond to the diverse agencies now providing emergency shelter, food, energy assistance, transportation, medical aid, job help, counseling and more.

Agencies would give up some autonomy, but the desired result would be more emergency basic service for the needy.

The proposal is the work of volunteers from all the agencies involved. Had a consultant been charged with producing it, the cost would have been thousands of dollars. They are to be commended for producing a workable model for service delivery, not just a grand bureaucratic shuffle.



CITY OF PORTLAND — MULTNOMAH COUNTY  
EMERGENCY BASIC NEEDS COMMITTEE

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**PLAN FOR COORDINATION OF  
EMERGENCY BASIC NEEDS SERVICES**

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Report of the City-County Emergency Basic Needs Committee  
February 23, 1988

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# CITY OF PORTLAND — MULTNOMAH COUNTY

## EMERGENCY BASIC NEEDS COMMITTEE



February 23, 1988

The following report is a response to unmet human needs in our community — basic needs for food, shelter, heat and other necessities for survival. The plight of the homeless, particularly families with children, is only the latest symptom of a problem this country set out to solve almost 25 years ago. The existence of desperate poverty in the richest country in the world remains a national tragedy.

This community has too many of its own preventable tragedies resulting from poverty. In our community, we should not allow people to die from exposure under the bridges. In our community, we should not allow children to live in cars and go without food because their parents are out of work. In our community, we should not allow the chronically mentally ill to go untreated, or allow kids or adults to throw their lives away on drugs and alcohol.

These tragedies can be prevented if we work together to promote self-sufficiency and to break the cycles of poverty and homelessness. Moreover, the polls tell us that people throughout Multnomah County want local government to do more to help the neediest among us. The challenge to government is to use scarce resources to the greatest advantage.

The challenge of finding a better way to meet basic needs was undertaken over five years ago by the Emergency Services Task Force. The more recent effort by the City-County Emergency Basic Needs Committee (EBNC) represents the commitment of hundreds of concerned individuals, including social service providers, elected officials, and representatives of the City, County, United Way, Housing Authority of Portland, and other organizations. Their effort has produced this plan for coordination of emergency basic needs services. It reflects thousands of hours of work to forge genuine consensus on the design and implementation of an emergency services system.

The existence of EBNC over the last two years has already resulted in greater cooperation between local funders and service providers and in an extraordinary track record in competing for federal homeless funds (over \$5 million to date in competitive grants). However, it is essential that this community move beyond ad hoc efforts to embrace serious long term solutions.

The Emergency Basic Needs Committee is pleased to submit our report to the Portland City Council and the Multnomah County Board of Commissioners and strongly recommends that the Council and Board act to adopt and implement this plan with all deliberate speed.

Sincerely,

*Jan Yocum*

Jan Yocum, Chair

Emergency Basic Needs Committee

JY/ns  
Human Resources Bureau  
1120 S.W. 5th Avenue  
Portland, OR 97204

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CITY OF PORTLAND — MULTNOMAH COUNTY  
EMERGENCY BASIC NEEDS COMMITTEE

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PLAN FOR COORDINATION OF  
EMERGENCY BASIC NEEDS SERVICES

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Report of the City-County Emergency Basic Needs Committee

Jan Yocom, Housing Authority of Portland, EBNC chair  
Mayor J.E. Bud Clark  
County Commissioner Gretchen Kafoury  
Marilyn Clark, Community Action Agency of Portland  
Jerry Gillham, Multnomah County Community Action Agency  
David Paradine, United Way of Columbia-Willamette  
Mike Powell, Mayor's appointment  
Doug Rogers, County Chair's appointment

EBNC Staff

Rachel Jacky, City Bureau of Human Resources  
Bill Thomas, County Department of Human Services

EBNC Consultants: The Planning Group  
Linda Golaszewski  
Linda Stoltz  
Dr. Norman Wyers

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A diagram of the EBNC funding and service delivery model appears on page 20-A.



## **I. INTRODUCTION AND SUMMARY OF RECOMMENDATIONS**

### **A. COMMITTEE CHARGE AND PROCESS**

The Emergency Basic Needs Committee (EBNC), a joint committee established by City and County ordinances in 1986, has been charged with developing systems to enhance the delivery of emergency basic needs services in Portland and Multnomah County.

Specifically, City Council and the Board of County Commissioners have charged EBNC to develop policy, budget and planning recommendations and produce a plan for the coordinated delivery of emergency basic needs services. Per the ordinances which created EBNC, the committee's work was to include the following:

- Consult with funders and providers to develop a clear, comprehensive strategy for managing the emergency basic needs system;
- Identify unnecessary duplication of services, and strategies for efficient use of resources;
- Identify opportunities for increased efficiency in the administrative consolidation of programs;
- Recommend budget priorities in the City and County and function as a voice for communication with City and County governments; and
- Coordinate programming for delivery of emergency basic needs services.

In creating EBNC, the City and County responded to the findings of the City-County Services Evaluation Taskforce, outlined both in a report prepared by its Human Services Subcommittee and in the final report of the Task Force:

In recent years, homelessness and economic insecurity have become widespread problems in the Portland metropolitan area. Both City and County governments, as well as the private voluntary sector, have responded with growing numbers of programs and increasing amounts of direct assistance in efforts to address emergency basic needs for shelter, food, clean-up, clothing, medications, fuel and transportation. (For example, it has been estimated that during the current fiscal year, over 1 million public dollars are being spent in Multnomah County on emergency shelter and other housing services alone; most of these funds are Federal in origin.)

While public and private efforts have been well intentioned, their local implementation may best be described as cumbersome. To date, involved parties (City and County governments, United Way and a number of private agencies) have responded to the need for coordinating these related efforts with a proliferation of committees and task forces. At least 15 such coordinating bodies exist.

There are, of course, many overlaps in membership, and often functions, of these various committees. Furthermore, each committee's focus is generally somewhat narrow, which tends to fragment common interests rather than produce a unified approach to meeting emergency basic needs.

- Report of the Human Services Subcommittee  
Services Evaluation Taskforce  
1985

Currently there exists no central agency (or consortium of agencies), board or committee with responsibility for coordination of all public and private programs and

resources in the emergency basic needs system. In the absence of a comprehensive plan reflecting participating agency consensus, there is no unified approach to resource management nor is there a strategy for addressing unmet needs of the populations the system is intended to serve.

The fundamental problem is the lack of a central focus and plan for City-County policy development, resource planning, service coordination and advocacy. A consortium formed to serve this purpose, the Emergency Services Task Force comprised of government, nonprofit, and private sector providers, was established in February of 1983 to design an effective, coordinated service delivery system, but was disbanded in February of 1985 after failing to achieve funding to implement its recommendations.

- Report of the Services Evaluation  
Task Force  
1985

The jurisdictions are represented on the committee by Mayor J.E. Bud Clark and County Commissioner Gretchen Kafoury. Other members include David Paradine, President of United Way of Columbia-Willamette; Jan Yocom, a member of the Board of Commissioners of the Housing Authority; Marilyn Clark and Jerry Gillham, representing the Community Action Agency of Portland and the Multnomah County Community Action Agency respectively; Mike Powell, a citizen appointed by the City; and Doug Rogers, a citizen appointed by the County who also represented the Emergency Helping Agencies Committee.

Over the past eighteen months, EBNC has directed various ad hoc subcommittees in research on shelter, food, energy assistance, transportation, medical assistance, employment/income maintenance and case management. These reports have been used by EBNC in planning and policy formulation for a more comprehensive response to emergency basic needs in this community.

In May of 1987, EBNC retained a consultant team to develop models for funding and administration of emergency basic needs services, and a service delivery plan to be implemented in conjunction with the funding model.

The funding models recommended by the consultants were reviewed by the EBNC, social service providers, the Community Action Agency of Portland (CAAP), the Multnomah County Community Action Agency (MCCAA), and other interested parties. Following this review, EBNC adopted a modified funding model and appointed a team to explore its implementation. The committee also adopted in concept a service delivery model, recognizing that further development of a delivery system would be necessary after the administrative model is implemented.

#### **B. SUMMARY OF RECOMMENDATIONS**

In summary, EBNC recommends that the City and County and related parties take the following actions:

1. Create a single countywide community action agency to coordinate planning and channeling of funds for emergency basic needs and community action services in Multnomah County. The administrative functions of the agency would include advocacy, planning and evaluation, service coordination, and resource management (including contracting for direct services); the agency would not provide any direct services.

Specifically, EBNC's plan for reorganizing the two current community action agencies to create this single administrative entity would involve the following principal actions by July 1, 1988:

- a) The Board of County Commissioners (BCC) should expand its current designation to become the countywide governing authority for community action. The Community Action Agency of Portland (CAAP) would vacate its designation in favor of the Board of County Commissioners (BCC).
- b) The BCC should contract with a reorganized, expanded and renamed CAAP Board (which continued to provide no direct services) with adequate funding to plan and manage subcontracts for countywide emergency basic needs services, as well as for community

action services. The City and United Way should also contract with this Board to plan and manage subcontracts for emergency basic needs services.

- c) MCCA should become a private not-for-profit agency with adequate transitional funding to continue delivering quality services in Mid and East County.
  - d) The funders should establish an Advisory Committee to advise the funders as well as the reorganized, expanded and renamed Board of the countywide community action agency. In addition, representatives of the subcontractor agencies should establish an advisory body that would be formally recognized by this Board.
2. Adopt a service delivery model organized around 9-12 emergency service centers, based upon the current non-profit agencies in Multnomah County. The emergency service centers would be geographically based, and complemented by special focus programs to meet the needs of special populations. The community action agency would contract for direct services through the emergency services centers and special population programs, and countywide clearinghouses.

Further development of the service delivery model should be initiated by a team appointed by EBNC and implementation should be managed by the community action agency in conjunction with the City, County, United Way, and other funders represented on the Funders Advisory Committee.

### C. ORGANIZATION OF THIS REPORT

This report to City Council and Board of County Commissioners will provide background and discussion of these recommendations. The report is organized into sections as follows:

- I. Introduction and Summary of Recommendations
- II. Current Funding and Planning for the Emergency Basic Needs System
- III. Assessment of the Current System
- IV. Development of a Funding Model
- V. Implementation of the Funding Model
- VI. Development of a Service Delivery Model

Sections II and III reflect the research done by the consultant team -- The Planning Group (Linda Stoltz and Linda Golaszewski) and Dr. Norman Wyers. The consultants interviewed 43 individuals representing a broad cross section of funders, government officials, service providers, representatives of cities in other areas, and other informed persons in order to describe and assess the current emergency basic needs system.

Once the interview data was compiled and analyzed, the consultant team developed eight funding models and analyzed three in depth. Criteria for evaluating the models were developed. The consultants' evaluation and recommendation to EBNC are discussed in section IV.

Following adoption of a funding model, EBNC appointed a Transition Team to draft an implementation plan and resolve transition issues related to the creation of a single countywide community action agency. EBNC's final recommendations are based on the work of the Transition Team and are outlined in some detail in Section V.

Section VI deals with a model for service delivery. The consultant team was asked to review and synthesize the information presented in seven EBNC subcommittee reports and one report from a service provider retreat at Timothy Lake. The highlights of these reports, the criteria used in developing a model for service delivery, and a description of the resulting model are included as subsections in part VI of this report.

## II. CURRENT FUNDING AND PLANNING FOR THE EMERGENCY BASIC NEEDS SYSTEM

### A. FUNDING CHANNELS

Emergency basic needs services, as defined by EBNC, include shelter, food, energy assistance, transportation, medical assistance, employment/income maintenance, and linkage or case management services. These services are funded in myriad ways. Most are underfunded, some seriously so.

Funds originate from a variety of sources. At the Federal level, block grant funds such as Community Development Block Grants (CDBG), Community Services Block Grants (CSBG), the Low Income Energy Assistance Program (LIEAP), and funds channeled through the Federal Emergency Management Agency (FEMA) are funnelled through local entities. CDBG grants come through a regional Housing and Urban Development (HUD) office; CSBG and LIEAP grants come through the state Department of Human Resources (DHR); and FEMA dollars come through a United Way and locally (four county) governed FEMA board. Other block grant funds (mental health, health, e.g.,) also funnel through the state DHR system but are not pertinent to this report. (Approximately nine million dollars come through CDBG, over two million in CSBG and LIEAP, and half a million through FEMA.) CDBG dollars are generally targeted to building construction or renovation projects, although up to 15 percent can be spent on "soft" (social) services. Federal funds that funnel through the state (CSBG and LIEAP dollars) are sent on to either a county or community action program conduit.

The State adds its own funds to the dollar amounts available to local jurisdictions. In particular, the recently established State Homeless Program, funded through general funds, is distributed to counties via the community action program system. Nearly \$400,000 has been available through the State Homeless Program to Multnomah County.

The City of Portland and Multnomah County each provide general funds for emergency basic needs services and use federal and state funds for that purpose. Some of these funds go directly to service providers, while others are channelled through the Community Action Agency of Portland (CAAP). At the City, the Mayor's Office, Bureau of Community Development, and Bureau of Human Resources are involved in funding of emergency basic needs services. At the County, the Department of Justice Services, Department of Environmental

Services (community development), and the Department of Human Services, which funds the Multnomah County Community Action Agency (MCCAA) and the Youth Shelter, are involved in varying degrees in funding emergency basic needs services.

Finally, the private sector, United Way, foundations, churches and individuals also respond to the need for emergency services. In 1987, United Way appropriated 13.5% of its allocation resources to meet emergency basic needs in a four-county area (Multnomah, Clackamas, Washington, and Clark Counties). The true extent of the private sector resources directed at emergency needs is much more significant, however, since donations, volunteer time and in-kind contributions are not easily quantified.

#### **B. PLANNING FOR SERVICES**

Planning for emergency basic needs services has occurred in a somewhat haphazard fashion. Funders, service providers and planners have worked in isolation from each other on their own needs assessments and long range planning. Yet a lack of coordination on this level has historically meant gaps in service. Formerly, Tri-County Community Council took a lead role in coordinating service planning. United Way has subsequently taken on that role but is somewhat hampered by the perception of some in the community that its planning is not broadly applicable. The County is vested with general responsibility for human services planning and to some degree responds in a planner role to the emergency basic needs of select populations, e.g., the aged. Finally, the City has generally not functioned in a human services planner role, responding instead to emergent needs on a level more closely paralleling that of a private funder such as a foundation.

The role of planner, which includes identifying needs, identifying goals, and developing a "road map" to chart a path to those goals, is clearly not held by any one agent. Although often operating in tandem, the various planning activities that do occur cannot be considered to be sufficiently coordinated. The establishment of EBNC was a step in the direction of consistency in this effort.



### III. AN ASSESSMENT OF THE CURRENT SYSTEM

The consultant team hired by EBNC to develop a funding model conducted 43 interviews with funders, service providers, elected officials and their staff, government bureaucrats, and representatives of the private and corporate sectors of the City of Portland, Multnomah County, and the state of Oregon in late June and early July, 1987. A structured, face-to-face interview was held with each respondent, facilitated with an interview guide developed by the consultants. Also, telephone interviews were conducted with officials of Baltimore, San Diego, St. Paul, Seattle, and Vancouver, Washington to discover alternative models of emergency basic needs funding and organization elsewhere in the United States. (Detailed documentation from the interviews is available in the consultants' final report to EBNC but is not included in this report.)

In general, attitudes about the current channels of funding and emergency basic needs service delivery networks reflect either modest satisfaction or extreme dissatisfaction. Both providers and funders believe that the current configuration is frequently responsive to emergent need, that emergency basic needs services are delivered, and that there is a rich diversity of services in the emergency basic needs service network. Further, some believe that information sharing has improved in recent years, that better-informed decisions are being made, and that there is more likelihood than in the past that the majority of service providers will be included in or aware of decision-making activities and outcomes. An attitude for some funders prevails that the "system" has funding and organizational constraints that would be difficult to change and that while the current configuration has problems, it could be a good deal worse. Service providers generally believe that there has been a fair amount of coordination at the delivery level through such mechanisms as the Emergency Helping Agencies Committee (EHAC) but not nearly as much at the funder level.

While most individuals who were interviewed believed that some improvement has occurred, criticisms of the current configuration of funding channels and service delivery networks were numerous. The most pronounced weaknesses include:

- Lack of effective communication between providers of "soft" (social) services and "hard" (bricks and mortar) services;
- Lack of clearly defined goals and objectives;
- Lack of technical coordination with policymaking;

- Lack of reliable needs data; and
- Lack of sufficient resources to provide a stable funding base for services.

Providers also had distinct concern with funding dynamics and processes, in that specifications for receipt of funds, funding deadlines, and contracting mechanisms are not always clear or adhered to. These problems are seen as a result of the behavior of those who administer the funding organizations, not a function of legal or statutory requirements. These behaviors are generally described as "disorganization," "favoritism," and "inconsistency."

In addition to an assessment of the current channels of funding and service delivery networks, respondents were also asked for suggestions on ways to improve planning, policy development and coordinated funding for emergency basic needs services. Most respondents indicated that a single organization should be responsible for centralized planning and advocacy. And, while noting EBNC's role in enhancing intergovernmental collaboration, a majority of respondents said that the coordinating function should include greater capacity to formulate policy, make decisions about funding, insure the accountability of service providers, and develop a database to assist with planning and service evaluation.

A variety of roles for the Community Action Agency of Portland (CAAP) and each of the funders -- City, County, United Way, private sector -- were mentioned with respect to a more coordinated system. The consultants found no overwhelming consensus among the responses, but identified several recurring themes among the interview data:

1. There is a strong desire to keep both City and County governments involved in funding emergency basic needs services.
2. There is general acknowledgement of the fact that the City's interest is primarily in providing "bricks and mortar," while the County's expertise is in providing "soft" services, such as case management and the other social services.
3. If a single, countywide community action program is created, the new organization should have an identity distinct from either the Community Action Agency of Portland or the Multnomah County Community Action Agency.

4. The roles of policy setting and implementation should be distinct.
5. Current problems will not be addressed solely by increasing the efficient use of current allocations to emergency services; the overall funding level needs to be increased.

#### IV. DEVELOPMENT OF A FUNDING MODEL

##### A. MODEL DEVELOPMENT METHODOLOGY

In developing models for funding and administration of emergency basic needs services, the consultant team reviewed interview data and extracted ideas for several models. These ideas were used along with information about emergency basic needs funding in several other cities to develop eight different models which could be implemented in Multnomah County.

Interview data and information about the experience of other cities were then reviewed again for issues that could represent key criteria for evaluating the eight models. From the data, the criteria described below were developed. The criteria were prioritized in terms of their importance for the funding model (different criteria were used for the service delivery model).

##### High Priority Criteria

###### 1. Fiscal issues

Three aspects of fiscal concern were identified. The first was ease of determining and monitoring accountability. The primary concern was the ease or difficulty of tracing the flow of monies through a system, from funders to providers.

A second issue was the efficient use of administrative funds. Approaches that added new layers of administration or that fostered duplication of services were seen as likely to increase administrative dollars, while approaches that streamlined administrative functions reduced administrative dollars and increased efficiency of monies. A dilemma posed in using this criterion was the degree to which enhancing planning efforts, which almost always requires increased administrative funds, results in a more efficient system.

The third fiscal issue was whether funding was channeled through a single entity, or spread among several funders each of whom maintained independent control over administration of their dollars.

2. Ability to plan a coherent response to meet needs

Does the model represent centralized or decentralized planning? Centralized planning meant not only that the planning function for a system was vested in a single entity, but also that the entity had the ability to formulate and implement a systemwide strategic plan.

3. Ability to evaluate effectiveness of system

This criterion is strongly linked to the ability to plan on a systemwide basis and indicates an ability to evaluate the effectiveness of the system as a whole.

4. Ability to formulate coherent public policy

As with planning, does the model represent centralized or decentralized policy formulation?

5. Ability to deliver services which meet identified needs

Does the model describe a system which is centralized (a single entity responsible for service delivery) or decentralized (multiple service providers acting autonomously)? Because Portland's service delivery system has a rich diversity of providers, the models were evaluated according to the degree of integration or cooperation they fostered among providers.

6. Ability to keep primary funders involved

Four sources of government funds (federal, state, county, and city) were examined in each model. Models were assessed according to whether they would enhance, maintain, or weaken the involvement of each funder. Similarly, models were assessed for their ability to involve United Way, private foundations, and other funders. In including these criteria, two assumptions were made: 1) Continuing to involve a number of different funding sources was the most desirable approach; and, 2) Funder involvement depended on policymakers and key decision-makers feeling a strong sense of identification with the results of the emergency basic needs agenda.

### Medium Priority Criteria

7. Ability to advocate for adequate levels of service advocacy

Does the model represent a strong ability to advocate? An assumption was made that to the degree that a single government entity was vested with responsibility for planning and implementation, advocacy would be limited, since governments tend not to advocate against themselves on behalf of client populations.

8. Ability to define emergency basic needs services

Would the model provide that the entity given responsibility for defining emergency basic needs would have sufficient power to implement and/or enforce that definition?

9. Political feasibility

Although all models evaluated required some change from the status quo, models were considered more feasible if identified changes were fewer or incremental. The assumption was made that the more change a model required, the less feasible the model would be to implement.

### Low Priority Criteria

10. Ability to integrate with state/county social services

With this criterion the assumption was made that people in need of emergency assistance probably qualify for ongoing government-funded social services but have somehow fallen through a crack in the system. Would a model's emergency basic needs system facilitate strong linkages to traditional social services?

11. Ability of a system to deliver services which are both accessible and acceptable to identified client populations

This criterion represents the perspective of potential clients rather than that of funders, fiscal agents, or service providers. This criterion focuses on whether services provided are accessible, i.e., physically reachable, and acceptable, i.e., of a quality and presented in a manner which encourages use by the targeted client population.

## B. MODEL EVALUATION

The eight models evaluated fell generally into one of two categories, i.e., centralized and decentralized approaches.

Characteristics of centralized systems included enhanced fiscal accountability, a coherent funding conduit, centralized planning and policy formulation, and integrated service networks. Centralized systems also tended to be limited in their ability to fill an advocacy function and might have limited political feasibility due to the degree of change needed to implement them.

The decentralized models were potentially strong in their ability to advocate and less controversial due to the limited scope of changes required to implement. These models also encouraged funders to cooperate in planning and policymaking, but gave funders few incentives to function as part of an integrated system. Funding conduits in decentralized models were diffuse, so ability to track monies through a system would be difficult.

The consultants presented three of the eight models to EBNC and, with additional analysis based on prioritization of the criteria described above, they recommended one of the centralized models. The model, identified at the time as Model #1, called for creation of an independent countywide community action agency for centralized policy formulation, funding and fiscal accountability. Such an independent agency was also seen as an effective way to maintain involvement of key funders and advocate for service providers and client populations.

## **V. IMPLEMENTATION OF THE FUNDING MODEL**

The consultants' recommendation for creation of an independent, countywide community action agency, along with their recommendation for a service delivery model, was adopted by EBNC at its October 28, 1987 meeting. In adopting the model for a single administrative entity to coordinate planning and funding for emergency basic needs services, EBNC noted that a single governing authority for community action would also be desirable. Currently the Community Action Agency of Portland holds the community action designation for the City of Portland, and the Board of County Commissioners (BCC) is the designee for Multnomah County outside the City of Portland. EBNC recommended that BCC's designated area be expanded to include all of Multnomah County, either now or at some point in the future. In any case, EBNC's resolution called for the Multnomah County Community Action Agency (MCCAA) to become a private non-profit service delivery agency serving Mid and East County, and for the BCC to contract with a reorganized Community Action Agency of Portland (CAAP) that would act as the single countywide administrative entity called for in the funding model.

EBNC then appointed an 11 member Transition Team (representing the City, County, United Way, CAAP, MCCAA, service providers and low income persons) to develop a plan for implementing the model. The Transition Team and a team work group each met once a week for two months to prepare 75 recommendations to EBNC. Members of the Transition Team demonstrated a strong willingness to cooperate and reach consensus on a broad range of difficult issues. (See Appendix A for the complete report from the Transition Team to EBNC.)

Based on the consultants' analysis, and the subsequent deliberations of the Transition Team, EBNC makes the following recommendations:

### **A. AUTHORITY FOR COMMUNITY ACTION AND RESOURCES FOR ADMINISTRATION OF THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM**

1. A countywide community action agency (currently unnamed, but identified by the acronym "CAA") should serve as the single administrative entity to coordinate planning and funding of emergency basic needs and community action services.



2. The Board of County Commissioners, as the human services authority for the county, should negotiate with the CAAP Board for the CAAP to vacate its designation in favor of the County. The County should then contract with the reorganized CAAP -- to become the CAA -- for countywide administration and coordination of emergency basic needs and community action services.
3. If the CAAP vacates its designation in favor of the Board of County Commissioners, sufficient resources should be committed by local funders to stabilize funding for administration of the service system. For both the CAA and its key delegate agencies, this would include the expanded system functions identified below. Funders should stipulate that a maximum of 15% of any federal, state or local pass through funds, which could otherwise be available to delegate agencies for supporting programs or agency administration, may be used to finance CAA core administrative costs. This requires that the balance needed for the CAA to perform its identified functions be made up by local funders. The cost of creating the CAA and implementing a revenue sharing plan with key delegate agencies is projected at \$250,000 in new resources for FY 88-89. This amount would include \$102,000 to support direct service programs of the delegate agencies in order to offset recent federal cuts.
4. The MCCAA should become a private not-for-profit agency with adequate transitional funding to continue delivering quality services in Mid and East County.

**B. FUNCTIONS OF THE COUNTYWIDE COMMUNITY ACTION AGENCY**

The overall mission of the CAA should be to counteract the causes and effects of poverty in Multnomah County by a) increasing the availability of resources and opportunities for low income citizens to meet their basic needs, improve their quality of life and achieve self-sufficiency, and b) promoting a more equitable distribution of resources and access to opportunities.

To carry out this mission, the CAA should be charged with four major functions:

1. Planning and evaluation should include strategic planning, service system design and resource planning;
2. Resource management should include contract development, program monitoring and fiscal monitoring;
3. Service coordination should include service development, service system management and services integration;
4. Advocacy should include public education, resource mobilization and issue advocacy.

These centralized functions should be carried out in partnership with the CAA's delegate agencies, as well as with funders, other service providers and clients. Direct services to clients should be provided through subcontracts with delegate agencies; the CAA should have no direct service functions.

Note: Funds which the CAA should serve as resource manager for include: Community Services Block Grant (CSBG) funds; Low Income Energy Assistance Program (LIEAP); Weatherization and other energy assistance funds; State Homeless Assistance Program (SHAP) funds; Emergency Food and Shelter funds (FEMA) for Multnomah County, or for the Tri-County area if responsibility for staffing the FEMA Board is transferred from United Way to the CAA; City and County Community Development Block Grant (CDBG) and General Funds appropriated for emergency basic needs and community action services; and other funds as appropriate.

#### **C. STAFFING OF THE COUNTYWIDE COMMUNITY ACTION AGENCY**

1. The CAA should be staffed with approximately 10.25 positions (1.25 FTE management staff, 4.0 FTE program staff, 3.0 fiscal staff, and 2.0 clerical staff), in order to carry out identified functions for the emergency basic needs and community action services system. This staffing capacity would represent an expansion of 4.0 FTE over the CAAP's current staff allocation for community services. The cost of this expansion is estimated at \$148,000 of the \$250,000 noted on A. 3 above.

**D. BOARD AND BYLAWS OF THE COUNTYWIDE COMMUNITY ACTION AGENCY**

1. The CAAP Board should be expanded from 27 to 33 seats, with 11 seats made available on a transition (first year) basis to representatives of Mid and East County.
2. In addition, specific changes are recommended for the CAAP bylaws relating to board size, standing committees, geographic representation, compensation for board members, removal of board members, mission and functions, delegate agencies, low income representation, public sector representation, and name, in order to serve as the bylaws for the CAA.

**E. ADVISORY GROUPS FOR THE EMERGENCY BASIC NEEDS AND COMMUNITY SERVICES SYSTEM**

1. A seven member Funders Advisory Committee (FAC) should be appointed, composed of local funders (officials from the City, County, United Way, Housing Authority, foundations, and churches, with the CAA ex-officio) and staffed by the City and County, in order to advise the funders and the CAA Board and to evaluate this services system, through quarterly or as needed meetings.
2. A Delegate Agency Advisory Group (DAAG) should also be established, composed of CAA social service agency subcontractors and staffed by the CAA, in order to advise the CAA through monthly meetings.

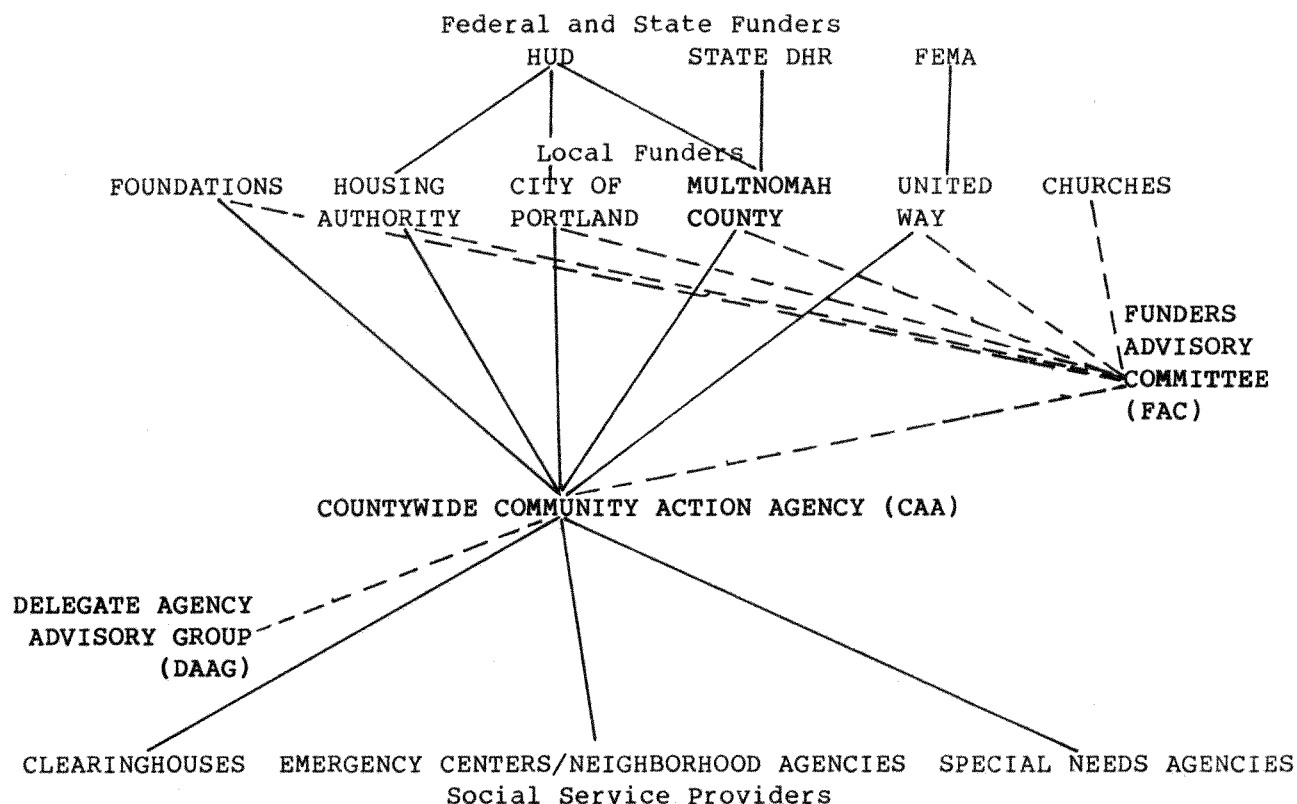
**F. OPERATING RELATIONSHIPS AND RESPONSIBILITIES IN THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM**

1. The operating relationships and responsibilities in the emergency basic needs and community action services system should be formalized through appropriate ordinances, agreements, contracts, bylaws and communication practices in accordance with the diagram on page 20-A.
2. The CAA, in planning and coordinating systemwide services, should also work with social service agencies other than its subcontractors to define and develop appropriate operating relationships.

EBNC further recommends that a management analysis of the CAAP and MCCA be conducted to verify any cost projections for the countywide CAA, and that the target date for creation of the new CAA be July 1, 1988.

Finally, EBNC wishes to commend the members of the Transition Team for their speedy and excellent work. EBNC appreciates the team members' spirit of cooperation in the interest of a more stable service system for low income members of our community, and recognizes the pivotal role the Transition Team has played in this process.

# EBNC PLAN FOR THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM



## MULTNOMAH COUNTY BOARD OF COMMISSIONERS=

Countywide governing authority for community action

CAA= Single administrative entity responsible for advocacy, planning and evaluation, resource management and service coordination in this system

FAC= City of Portland (elected official), Multnomah County (elected official), United Way (President), Housing Authority (Board Chair), Foundations (Oregon Community Foundation Board Chair), Churches (Church organization Board Chair), with CAA ex-officio (Board Chair); no designees; meets quarterly or as needed to advise/report to funders

DAAG= Executive Directors of CAA social service agency subcontractors

## CLEARINGHOUSES=

Designated for countywide access(I & R) services or voucher approvals

## EMERGENCY CENTERS/NEIGHBORHOOD AGENCIES=

Emergency Services Centers located in: Burnside; Downtown; SW; NW; North; SE and NE (1-2 sites each); and Mid/East County (2-3 sites); providing direct services: energy assistance, food boxes, housing vouchers/shelter, linkage services, rent/transportation assistance; and access/advocacy: health services, income maintenance and employment

## SPECIAL NEEDS AGENCIES=

Agencies providing access and direct services to targeted populations: domestic violence victims, elderly, homeless, mentally ill, MR/DD, minorities, physically disabled, refugees, substance abusers, youth

Advisory = — — — — —

Contract = —————

## **VI. DEVELOPMENT OF A MODEL FOR SERVICE DELIVERY**

The EBNC funding model prescribes a means of systematic planning and funding coordination; the service delivery model described in this section outlines a system that could be optimal for clients as well as funders. Further development and implementation of the service delivery model should be initiated by a team appointed by EBNC and implementation should be managed by the new countywide CAA (i.e., reorganized CAAP) in conjunction with the City, County, United Way and other funders represented on the Funders Advisory Committee.

### **A. THE EBNC SUBCOMMITTEE REPORTS**

As a starting point for the development of a service delivery model, the consultant team reviewed EBNC subcommittee reports on seven emergency basic needs categories:

- Food
- Shelter, clean-up and clothing
- Energy assistance
- Transportation
- Medical assistance
- Employment assistance/Income maintenance
- Linkage services (originally called "case management")

Although the seven subcommittees worked independently, their final reports to EBNC reflect some common themes:

1. Quality services are available in each of the seven categories, but services are not sufficient to meet identified community needs due to limited resources.
2. Individual providers keep records on clients and/or service use, but data collected are neither consistent among providers, nor sufficient to clearly define unmet need or instances of service duplication.
3. For each service category, a multi-level service delivery system or a continuum of services is desirable.
4. Private, non-profit organizations are especially well-suited to deliver emergency basic needs services.

5. Some degree of centralized service coordination is desirable for each of the seven service categories.

The subcommittee reports are extensive documents which detail the need for emergency assistance, the community's provision of services, and the impediments to consistent data collection. The work the committees did in two areas is particularly pertinent for the process of developing an integrated service system. These include current service organization, and recommended changes for services and the service delivery system. (Summaries of the subcommittee reports and recommendations are attached in Appendix B.)

#### **B. ANALYSIS OF SUBCOMMITTEE REPORTS**

Generally, the seven identified emergency services are organized in distinctly separate delivery systems with limited overlap. The health network operates in conjunction with the County, the Interagency Food Bank serves as a point of cooperation for the food delivery network, employment services are the purview of the Private Industry Council and the Oregon Employment Division, energy assistance is coordinated at the CAAP, and primary access to transportation assistance is dispersed among numerous providers. The Shelter and Linkage Services reports recommended that these services be integrated, but only with each other.

The problems created by autonomous systems are demonstrated amply in the subcommittee reports. Every report acknowledged the difficulty of consistent data collection. Impediments to obtaining quality case management and follow-up for clients were also identified by several committees.

Despite the clear delineation of each service network, some overlap does exist. Most of CAAP's energy assistance providers, for example, also administer shelter programs. Employment services, access to bus tickets, and emergency food boxes are often available through a single community based agency. Similarly, United Way's Information and Referral services are a point of access for nearly all of the agencies in all of the service networks.

Based on their analysis of the subcommittee reports, the consultant team identified the following primary goals for an integrated service system model:

1. To develop a system which is easily accessible for people in need;
2. To strengthen the current networks of non-profit organizations involved in service delivery;
3. To integrate service delivery; and
4. To build a system which supports individual workers (both professional and volunteer) in agencies and programs in providing quality linkage service for the people they are assisting.

#### C. CRITERIA FOR MODEL SERVICE DELIVERY SYSTEM

Four criteria were identified as key to developing a responsive and effective service delivery model. These were access, integration, continuity, and accountability. Each criterion addresses a significant principle for service delivery.

##### 1. Access

The focus of accessibility is from the client or service user perspective. Key issues are physical access and procedural access. Physical access concerns the location of services and the ease or difficulty of finding needed assistance. Procedural access has to do with the rules governing service delivery and prerequisites for receiving service. Services should be both physically and procedurally accessible. In principle, any person who seeks assistance from agencies in Multnomah County's emergency basic needs system should receive same-day service.

##### 2. Integration of Services

From the client perspective, integration is a logical extension of accessibility. It is simply easier to go one place to meet two emergency needs than it is to go two different places. However, integration benefits service providers also. People are complete human beings, not need categories. A provider may specialize in delivering one kind of service, but often he/she is aware of additional needs and concerned that



clients get those needs met. Integration of services facilitates the information sharing that supports providers in responding to clients as whole persons.

The concept of multi-service centers is based on a theory of improved service delivery through service integration. Ideally, several services co-locate in a single facility in order to better coordinate limited resources and enhance opportunities for inter-program referral.

3. Continuity

Continuity of service presupposes that assistance is uninterrupted as long as the need exists. The goal is consistency in service delivery. In particular, linkage services provide the wherewithal to ensure continuity. To be effective, the emergency basic needs delivery system must provide linkage not only among the services offered within the system, but also to non-emergency and ongoing services, including food stamps and income maintenance programs.

4. Accountability

Accountability is required by provider agencies, funding sources, and the community as a whole. The concern is for effective use of limited resources.

Three aspects of accountability are important: fiscal control, maintenance of professional standards by service providers, and evaluation of service delivery. For social services, evaluation is often the most difficult of these three aspects to address. Indeed, each of the seven individual emergency services subcommittee reports acknowledged problems in evaluation. Ideally, a service system should exemplify fiscal accountability to funders and to the public, professional accountability within social work and public administration disciplines, and evaluative accountability through appropriate, consistent, and effectively integrated data collection and analysis.

#### D. MODEL FOR SERVICE DELIVERY

As described above, access, integration, continuity, and accountability are four criteria for developing an effective service delivery system. Application of these criteria suggest that the following be key design elements for EBNC's delivery system:

1. Services should be physically and procedurally accessible.
2. Any person in need of assistance should be able to receive a timely response to his/her identified need.
3. When possible, services should be co-located.
4. Service providers should have access to an extensive data base on available services, in order to provide effective information, referral, and advocacy.
5. Linkage services should be a strong component in order to ensure that clients receive all necessary emergency services and transition to non-emergency services as appropriate.
6. To the greatest extent possible, the system should limit the number of different case workers a client has but facilitate information sharing when changes in workers occur.
7. The system should support service providers in responding to those in need as complete persons, minimizing the pressure for providers to be merely gate keepers of limited resources.
8. The system should be integrated, in order to promote fiscal, professional and evaluative accountability.

The diagram on page 20-A illustrates EBNC's recommended model for service delivery and incorporates these principles. Primary responsibility for the administration of the emergency basic needs system is vested in the countywide community action agency. Service delivery is accomplished through a network of public and private, non-profit agencies that currently exist in Multnomah County. The service network is organized in two groups: 9-12 emergency services centers which are geographically based, and special focus programs designed to meet the needs of special populations. The community action agency would not be a direct service provider but would

contract for these services through the emergency services centers and the special population programs. A third service component would be clearinghouses for information and referral and areawide programs such as emergency housing vouchers which would be a resource to all providers.

The services and benefits offered through the emergency system would be related to needs in energy, food, shelter, linkage, transportation, medical, and employment/income maintenance. These are the same service areas that were addressed in the subcommittee reports to EBNC. Energy, food, and shelter services respond to basic needs and represent the core of the emergency system. Linkage and transportation provide access to emergency services. Medical and employment/income maintenance services respond to emergency needs but primarily are part of delivery systems administered by the County and the State.

To provide input to the community action agency and its contractors, advisory oversight groups would be created as needed. The advisory groups would each have a service focus rather than a geographic or population-based perspective. A current example is the League of Utilities and Social Service Agencies (LUSSA) which is made up of representatives from utilities and social service providers and which facilitates coordination of energy resources. Advisory groups could also be established for transportation, assistance to emergency food programs, shelter, and linkage services. Ideally, advisory groups would include representation from the private sector as well as social service providers.

If implemented, the recommended model would meet the criteria for a responsive and effective service delivery system:

Access would be ensured through a delivery network that is both geographically dispersed and responsive to the needs of special populations such as the physically disabled, the mentally ill, or victims of domestic violence. Furthermore, persons in need would be able to access a range of services at each emergency services center.

Integration of services would be accomplished in two ways in the delivery model. First, staff of the emergency services centers would be generalists rather than specialists in providing a specific service to a sub-population. Their primary tasks would be identifying immediate needs and providing benefits or linkage.

Second, integration of services would be accomplished by strengthening the information and referral capabilities of all workers in all programs in the service delivery network. This could be accomplished through a centralized data base, accessible to all workers by phone and tailored to meet the specific needs of line workers in agencies.

Continuity would be facilitated by maintaining linkage services as a system priority. Also, to the degree that system integration can be achieved, providers will develop standardized language and record-keeping procedures which will enhance information and case file sharing.

Accountability, like continuity, is promoted through an integrated service delivery system. Features of the proposed model that develop accountability are: 1) designation of a single entity to be responsible for effective delivery of emergency basic needs services delivery, and 2) use of contracts to integrate autonomous providers into a service delivery network. The model simultaneously maintains Multnomah County's rich diversity of providers and creates incentives for agencies to collaborate on designing the tools for consistent data collection and information sharing.

Two issues related to accountability are resource development and monitoring of resource dispersement. Each of the EBNC subcommittee reports identified the need for a lead or coordinating agency to act as gatekeeper or clearinghouse of limited emergency resources. For four of the seven service areas, the community action agency would fill this role. Energy, shelter, and linkage are areas in which resources and a fairly high degree of integration presently exist. Coordination of services through a community action agency is in keeping with EBNC subcommittee recommendations and with current service agreements.

The model also suggests that transportation be coordinated through the community action agency. Transportation is not yet a very highly developed resource in Multnomah County. The community action agency would need to further develop this resource.

Three of the emergency service areas already have effective development and distribution systems outside of current community action programs. These are food, medical, and employment/income maintenance. The Interagency Food Bank is the lead agency for food resources and would continue to be under the proposed

model. The community action agency would coordinate with the Food Bank on issues involving food, and would provide linkage or other emergency services for claimants/clients identified by volunteers and/or staff of individual food programs.

Similiarly, Multnomah County is the lead coordinating entity for medical and treatment services for low income persons. The proposed model requires the community action agency to support the County in advocating for increased resources, but leaves the lead agency role to the County. Regarding medical needs, the community action agency role primarily would be ensuring access.

Employment and income maintenance are currently the purview of the Private Industry Council, the Oregon State Employment Division, and the state entitlement programs. The community action agency would not assume responsibility for resource development or distribution, but would ensure access and advocate for these programs to target more resources to meet the needs of homeless clients.

#### **E. SUMMARY OF RECOMMENDED SERVICE DELIVERY MODEL**

1. Services would be delivered by a network of geographically based Emergency Service Centers and population based programs.
2. Service providers would have access to an extensive data base through an Information and Referral component.
3. The countywide community action agency would have responsibility for administering the emergency basic needs system, but service delivery will be accomplished through contracts with public and private, nonprofit organizations. The community action agency would have a dual role of nurturing a diverse service provider network and ensuring an integrated, accountable system.
4. Service advisory groups would be created by the community action agency to obtain input from the private sector and from providers on service needs.
5. The community action agency would provide, either directly or through service contract, a clearinghouse function for energy, shelter, linkage, and transportation resources.

6. For food, medical, and employment and income maintenance services, the community action agency will coordinate with the organizations that currently fulfill resource coordination functions.
7. In contracting for emergency basic needs services delivery system, the community action agency will be accountable to funders through the Funders Advisory Committee.

APPENDIX A

Transition Team Report to EBNC  
January 22, 1988



# CITY OF PORTLAND — MULTNOMAH COUNTY

## EMERGENCY BASIC NEEDS COMMITTEE



TO: MEMBERS OF THE EMERGENCY BASIC NEEDS COMMITTEE (EBNC)

FROM: EBNC TRANSITION TEAM

DATE: JANUARY 22, 1988

SUBJECT: FINAL REPORT AND RECOMMENDATIONS

On November 18, 1987, the EBNC appointed an 11 member Transition Team representing the City (Dan Steffey, Chair), the County (Jim McConnell), the United Way (Don Ballinger), the Community Action Agency of Portland (CAAP - Al Jamison and Lou Savage), the Multnomah County Community Action Agency (MCCAA - Bonnie Morris and Carole Murdock), social service providers (Jean DeMaster and Marilyn Miller) and low income persons (Susan Johnson and Arnold Littlehead). The Transition Team was charged with developing a plan to implement EBNC's model for creation of a Countywide Community Action Agency (CAA) as a single administrative entity for emergency basic needs and community action services.

During the past two months, the Transition Team has met eight times, with subcommittees meeting at least once between Team meetings. This has been an intensive schedule, but we believe that the product of our labors represented in this report and recommendations has been well worth the time and effort. Attached you will find an EXECUTIVE SUMMARY, with detailed recommendations contained in the following six documents that make up our final report:

- A. AUTHORITY FOR COMMUNITY ACTION AND RESOURCES FOR ADMINISTRATION OF THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM
- B. FUNCTIONS OF THE COUNTYWIDE COMMUNITY ACTION AGENCY
- C. STAFFING OF THE COUNTYWIDE COMMUNITY ACTION AGENCY
- D. BOARD AND BYLAWS OF THE COUNTYWIDE COMMUNITY ACTION AGENCY
- E. ADVISORY GROUPS FOR THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM
- F. OPERATING RELATIONSHIPS AND RESPONSIBILITIES IN THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM

These documents reflect a broad consensus that has resulted from a real spirit of cooperation and a genuine willingness to compromise in the interests of a more stable and stronger service system for low income members of our community. Nevertheless, we recognize that our recommendations, if adopted by EBNC, must and will be subjected to further analysis and refinements in the coming months. Moreover, we are aware that final details and timing can only be worked out in discussions between local funders, in negotiations between the funders and the CAAP as the predecessor of the Countywide Community Action Agency, and in negotiations between the CAA and its delegate agencies.

Human Resources Bureau  
1120 S.W. 5th Avenue  
Portland, OR 97204

CONTACTS  
COUNTY: Bill Thomas, 248-3782  
CITY: Rachel Jacky, 796-5201



EBNC TRANSITION TEAM REPORT - EXECUTIVE SUMMARY (pp. 1-2)  
January 22, 1988

This overview summarizes major recommendations contained in the six documents which make up the Transition Team's final report. In addition to detailed recommendations, the documents also contain evaluative criteria, assumptions, and issues analysis that provide an essential framework for our conclusions. All cost projections are subject to verification by a management analysis to be conducted by the local funders, either internally or through a consultant.

A. AUTHORITY FOR COMMUNITY ACTION AND RESOURCES FOR ADMINISTRATION OF THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM (pp. 3-5)

The Transition Team recommends, if there is to be a single governing authority for community action as a result of negotiations between the County and the CAAP Board for the CAAP to vacate its designation in favor of the Board of County Commissioners, that sufficient resources be committed by local funders to stabilize funding for administration of the emergency basic needs and community action services system, as necessary for both the Countywide Community Action Agency (CAA) and its key delegate agencies to perform expanded system functions identified below. Funders should stipulate that a maximum of 15% of any federal, state or local pass through funds, which could otherwise be available to delegate agencies for supporting programs or agency administration, may be used to finance CAA core administrative costs. This requires that the balance needed for the CAA to perform its identified functions be made up by local funders. The cost of creating the CAA and implementing a revenue sharing plan with key delegate agencies is projected at \$250,000 in new resources for FY 88-89.

B. FUNCTIONS OF THE COUNTYWIDE COMMUNITY ACTION AGENCY (pp. 6-8)

The Transition Team recommends that the CAA be charged with four major functions as the single countywide administrative entity for the emergency basic needs and community action services system, ADVOCACY, PLANNING AND EVALUATION, RESOURCE MANAGEMENT, AND SERVICE COORDINATION. These centralized functions should be carried out in partnership with the CAA's delegate agencies, as well as with funders, other service providers and clients. The CAA should have no direct service or clearinghouse functions.

C. STAFFING OF THE COUNTYWIDE COMMUNITY ACTION AGENCY (pp. 9-11)

The Transition Team recommends that the CAA be staffed with approximately 10.25 positions (1.25 FTE management staff, 4.0 FTE program staff, 3.0 fiscal staff, and 2.0 clerical staff), in order to carry out identified functions for the emergency basic needs and community action services system. This staffing capacity would represent an expansion of 4.0 FTE over the CAAP's current staff allocation for community services. The cost of this expansion as reflected in A is projected at \$148,000 for FY 88-89 (includes continuing a 0.5 FTE fiscal position not funded for FY 88-89).

D. BOARD AND BYLAWS OF THE COUNTYWIDE COMMUNITY ACTION AGENCY (pp. 12-17)

The Transition Team recommends that the CAAP Board be expanded from 27 to 33 seats, with 11 seats made available on a transition (first year) basis to representatives of Mid and East County. In addition, the Transition Team recommends that specific changes be made in the CAAP bylaws relating to board size, standing committees, geographic representation, compensation for board members, removal of board members, mission and functions, delegate agencies, low income representation, public sector representation, and name, in order to serve as the bylaws for the CAA.

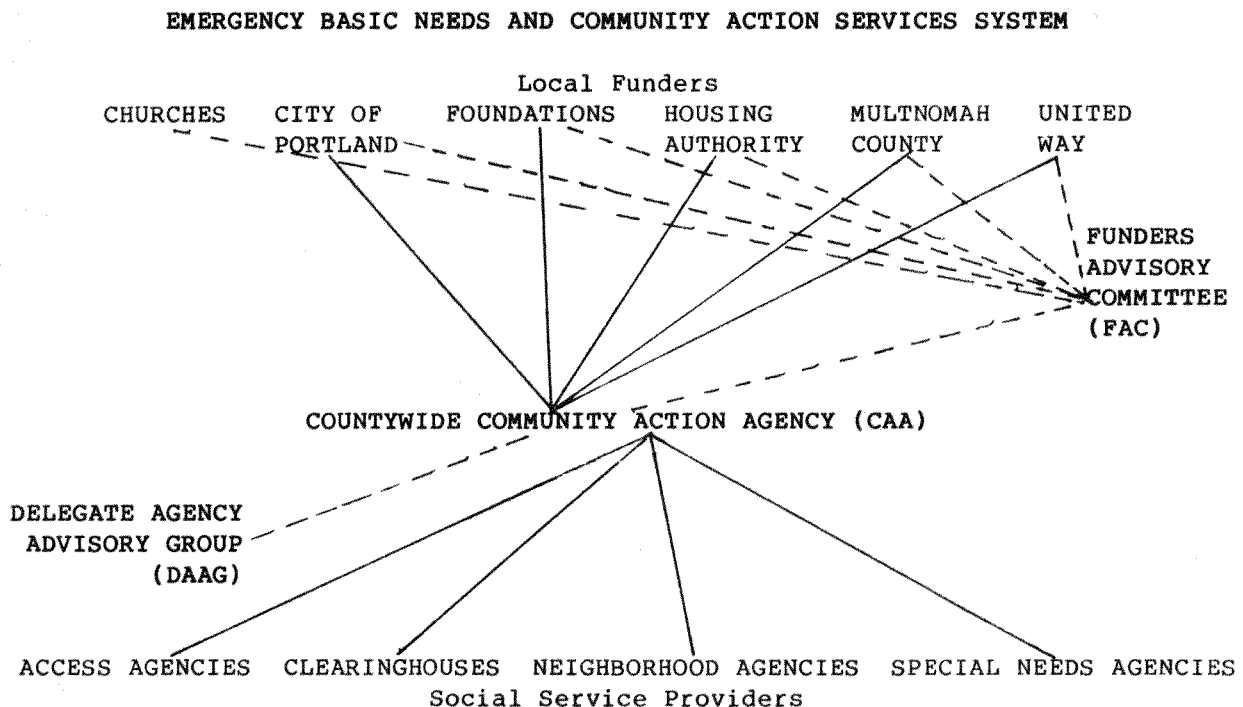
## EXECUTIVE SUMMARY

### E. ADVISORY GROUPS FOR THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM (pp. 18-19)

The Transition Team recommends that a seven member Funders Advisory Committee (FAC) be appointed as a successor to EBNC, composed of local funders (officials from the City, County, United Way, Housing Authority, foundations, and churches, with the CAA ex-officio) and staffed by the City and County, in order to advise the funders and the CAA Board and to evaluate this services system, through quarterly or as needed meetings. The Team further recommends that a Delegate Agency Advisory Group (DAAG) be established, composed of CAA social service agency subcontractors and staffed by the CAA, in order to advise the CAA through monthly meetings. Ad-hoc or standing Technical Assistance Committees (TACs) may be appointed by the FAC, the DAAG, the CAA, or program clearinghouses as needed.

### F. OPERATING RELATIONSHIPS AND RESPONSIBILITIES IN THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM (p. 20)

The Transition Team recommends that operating relationships and responsibilities in the emergency basic needs and community action services system be established and formalized through appropriate ordinances, agreements, contracts, bylaws and communication practices in accordance with the following diagram and the attached report.



FAC= Churches (Church organization Board Chair), City of Portland (elected official), Foundations (Oregon Community Foundation Board Chair), Housing Authority (Board Chair), Multnomah County (elected official), United Way (President), with CAA ex-officio (Board Chair); no designees

DAAG= Executive Directors of CAA social service agency subcontractors

Advisory = - - - - - Contract = \_\_\_\_\_  
[4677A]

A. AUTHORITY FOR COMMUNITY ACTION AND RESOURCES FOR ADMINISTRATION OF THE  
EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM

January 22, 1988

At its October 28 meeting, the Emergency Basic Needs Committee (EBNC) adopted a resolution recommending the creation of a Countywide Community Action Agency (CAA) as a single administrative entity to coordinate planning and channeling of funds for emergency basic needs and community action services. This task was to be accomplished through reorganizing the two current community action agencies: the Community Action Agency of Portland (CAAP), a non-profit agency governed by a Board of Directors, and the Multnomah County Community Action Agency (MCCAA), a public agency governed by the Board of County Commissioners.

EBNC's October 28 resolution further stated that it would be desirable for there to be a single countywide designation as the governing authority for community action, with the Board of County Commissioners' (BCC) designated area expanded to include the entire County, either now or at some date in the future. In any case, the resolution called for MCCAA to become a private non-profit service delivery agency serving Mid and East County, and for the BCC to contract with a reorganized, expanded and renamed non-profit CAAP Board (which provided no direct services) that would act as the single countywide administrative entity for emergency basic needs and community action services.

ISSUE

The Transition Team recognizes that the issue of designation as the governing authority for community action can be finally resolved only through direct negotiations between the County and the CAAP Board, as the CAAP Board would have to make a decision to voluntarily vacate its designation in favor of the Board of County Commissioners, or vice versa, for there to be a single countywide governing authority for community action. The Transition Team further recognizes that such negotiations must consider the following factors:

- \* The Board of County Commissioners is the human services authority for this County by virtue of Oregon Statutes (health, mental health), City-County Resolution A, and intergovernmental agreements (aging, youth).
- \* Emergency basic needs and community action services are also human services
- \* Many of the private non-profit agencies which the County uses to deliver its human services programs, particularly aging services, mental health services and youth services, are the same neighborhood agencies which are central to the emergency basic needs and community action services system
- \* Federal resources for community action, particularly Community Services Block Grants (CSBG), have been steadily diminishing in recent years, resulting in a destabilization of agencies which deliver CAAP and County services and depend on CSBG dollars for their core administrative support
- \* It is becoming increasingly necessary and desirable for the County and other local funders to provide a foundation of fiscal stability for supporting the administrative functions of this services system
- \* For the County to assume primary financial responsibility for stabilizing administration of the emergency basic needs and community action services system, it would be reasonable and appropriate for the County to be governing authority for the system, a role consistent with Resolution A.

## RECOMMENDATIONS FOR AUTHORITY AND RESOURCES

The Transition Team recommends the following conditions as a framework for negotiations between the County and the CAAP Board regarding a single countywide designation as the governing authority for community action:

1. Sufficient resources should be committed by local funders to initially stabilize and to subsequently strengthen funding for administration of the emergency basic needs and community action services system. An initial investment of resources is necessary to provide a foundation of fiscal stability that would enable both the CAA and its key delegate agencies to effectively perform expanded system functions of advocacy, planning and evaluation, resource management, and service coordination. A subsequent investment of funds is necessary to improve overall system responsiveness.
2. A partnership should be institutionalized between the CAA and key delegate agencies, as reflected both in the performance of administrative functions and in the distribution of resources available for administration. This would enable agencies to fully participate in collaborative advocacy and planning activities, with leadership and technical assistance from the CAA.
3. As a principle, the funders should stipulate that a maximum of 15% of any federal, state, or local pass through funds, which could otherwise be available to delegate agencies for supporting direct service programs or agency administration, may be used to finance CAA core administrative costs (as distinct from operating costs of a non-direct service program managed by the CAA e.g., the refugee program). Such funds would include Community Services Block Grant (CSBG) funds, Low Income Energy Assistance Program (LIEAP) administration funds, and other pass through funds that could be used to support advocacy, planning and evaluation, resource management, service coordination or general administrative functions. Implementation of this 15% principle requires that: a) on the basis of a negotiated and approved budget, local funders either make up the balance needed for the CAA to perform its required system functions or renegotiate their performance expectations; b) the County will continue its policy of not retaining a share of such CAA pass through funds for administration or indirect costs, as is the current practice with CSBG, LIEAP and similar funds awarded for the MCCAAs service area. (Funding sources may further restrict or not allow costs for administration from pass through funds.)
4. Prior to June 30, 1988, a management analysis of both the CAAP and MCCAAs should be conducted by the local funders, either internally or through a consultant, to verify the staffing needs and cost projections contained in this report. This analysis should facilitate the transformation of these two agencies as well as ensure cost effective administration. It should also consider any potential cost savings to the County for countywide community action functions being carried out through the CAA rather than through MCCAAs, while accounting for costs associated with MCCAAs becoming a private agency that could reduce or negate such potential savings.
5. Based on current projections of federal and state resources available for administration of the emergency basic needs and community action services system in FY 88-89, and accounting for projections of costs for the CAA and its key delegate agencies to perform expanded system functions, the cost of creating the CAA and implementing a revenue sharing plan to stabilize administration of key delegate agencies is projected at \$250,000 in new resources for FY 88-89. This projection represents approximately \$148,000 for added personnel in order to staff the CAA, and results in an additional \$102,000 for supporting programs and administration, primarily passed through to neighborhood agencies, in order to offset recent cuts.

## AUTHORITY AND RESOURCES

6. Over a reasonable period of time (e.g., two to five years), in order to strengthen and improve the emergency basic needs and community action services system, local funders should commit additional resources so that all CAA federal and state pass through funds which could be available to agencies for supporting direct service programs or agency administration, or their equivalent in local resources, would be released to the agencies.
7. Based on current funding, the cost of releasing all federal and state pass through funds to delegate agencies, or an equivalent amount of local resources, is projected at an additional \$130,000. (This assumes that, at a minimum, the City's current support of \$36,000 is held constant.)
8. Agreements between local funders and contracts between local funders and the CAA, most particularly between the County as the governing authority and the CAA as system administrator, should provide adequate as well as reasonable protections and guarantees to safeguard both the integrity and stability of the CAA and its delegate agencies. Direct services in the system should not be reduced in order to fund administrative functions. Federal or state cuts should be equitably distributed, and their potential for destabilizing agencies and jeopardizing services should be minimized.
9. The contracts between the CAA and delegate agencies should require full participation in the Delegate Agency Advisory Group and in collaborative advocacy, planning, and related activities for those agencies receiving administrative support from federal, state or local pass through funds.
10. Over the next year, a fund flow analysis of federal, state, local, United Way and private resources within the emergency basic needs and community action services system should be conducted by the funders, including funds managed both by the CAA and its delegate agencies. The purposes of this analysis should be: a) to determine how funds from various sources are allocated and expended to support administration and direct service programs in this system; and b) to determine if there are more efficient and effective methods for funding the administrative and direct service costs of the emergency basic needs and community action services system.

## B. FUNCTIONS OF THE COUNTYWIDE COMMUNITY ACTION AGENCY (CAA)

January 22, 1988

EBNC has adopted a model for creation of a Countywide Community Action Agency (CAA) as a single administrative entity to coordinate planning and channeling of funds for emergency basic needs and community action services. Successful implementation of the model, through reorganizing the two current community action agencies, should create an entity which meets the following criteria:

- ° Provides a central focus for advocacy
- ° Promotes informed policy development
- ° Provides centralized responsibility for needs assessment and planning
- ° Provides a capacity for effective evaluation
- ° Provides a single conduit for public resources
- ° Promotes ease in tracking and in monitoring of funds
- ° Ensures efficient use of administrative funds
- ° Promotes integration of service networks
- ° Promotes integration of emergency basic needs and other community action and social services
- ° Provides accountability to funders, to service providers and to clients

### RECOMMENDATIONS FOR CAA FUNCTIONS

The CAA should be charged with four major functions as the single countywide administrative entity for the emergency basic needs and community action services system: ADVOCACY, PLANNING AND EVALUATION, RESOURCE MANAGEMENT, and SERVICE COORDINATION. The charge should be based on the following assumptions:

1. The overall mission of the CAA should be to counteract the causes and effects of poverty in Multnomah County: a) by increasing the availability of resources and opportunities for low income citizens to meet their basic needs, improve their quality of life and achieve self-sufficiency, and b) by promoting a more equitable distribution of resources and access to opportunities.
2. The CAA should have no direct service functions. Direct services to clients should be provided through subcontracts with delegate agencies, primarily neighborhood based, not-for-profit social service providers. (Please see page 8 for definitions of direct services and of client.) The CAA should have no clearinghouse functions, which should be subcontracted.
3. Functions centralized in the CAA should be carried out in partnership with its delegate agencies, with funders, with other providers and with clients.
4. Evaluation of the service system is the responsibility of the funders, and should be conducted by the funders or consultants independently of the CAA.
5. In contracts with the CAA, local funders should specify clear expectations for accountability of the CAA in carrying out its identified functions; the reciprocal responsibilities of the funders should also be specified.

## CAA FUNCTIONS

### 6. ADVOCACY

CAA ADVOCACY responsibilities should encompass public education, resource mobilization and issue advocacy.

- a. Public education involves outreach to the community-at-large regarding emergency basic needs, homelessness, and poverty.
- b. Resource mobilization involves proactively seeking funds and other support from federal, state, local, and private funders to expand resources for emergency basic needs and community action services.
- c. Issue advocacy involves mobilizing community efforts both directly and through subcontractors, particularly efforts focused on empowering low income persons, in order to influence public policy and budgetary decisions. (Individual client advocacy would be the responsibility of direct service providers.)

### 7. PLANNING AND EVALUATION

CAA PLANNING responsibilities should encompass strategic planning, service system design and resource planning.

- a. Strategic planning involves design and implementation of a community planning process - conducted by the CAA among policy makers, providers, clients and citizens - in order to develop a common data base, to annually identify needs, to establish goals and measurable objectives, to determine community priorities, and to develop strategies for accomplishing those priorities. Products include multi-year strategic plans for the service system and for the CAA, as well as annual updates.
- b. Service system design involves determination of the most effective configuration of services to meet the identified needs of clients while making optimal use of resources. Examples include determining the mix of neighborhood-based, access, and special needs services, developing policies regarding use of funds for areawide programs, and assessing the effectiveness of such service programs (e.g. State homeless program, voucher program).
- c. Resource planning involves annual resource identification, budgeting, and grant development to meet priorities of the strategic plan in the context of the service system design. Grant development may include the provision of technical assistance to providers who are submitting grant applications.

### 8. RESOURCE MANAGEMENT

CAA RESOURCE MANAGEMENT responsibilities should encompass contract development, program monitoring and fiscal monitoring.

- a. Contract development involves defining services and performance standards, developing RFP's, selecting subcontractors, and issuing contracts. (For designated funds, local funders may elect to perform certain tasks directly rather than through the CAA, e.g. issue an RFP.)

## CAA FUNCTIONS

- b. Program monitoring involves review of subcontractor performance to ensure delivery of services as specified in the contract, and includes regular consultation with service providers and technical assistance as needed.
- c. Fiscal monitoring involves review of subcontractor fiscal activities to ensure the legitimate use of resources, as well as CAA internal accountability.

### Note:

Funds which the CAA should serve as resource manager for include: Community Services Block Grant (CSBG) funds; Low Income Energy Assistance Program (LIEAP), Weatherization and other energy assistance funds; State Homeless Assistance Program (SHAP) funds; Emergency Food and Shelter funds (FEMA) for Multnomah County, or for the Tri-County area if responsibility for staffing the FEMA Board is transferred from United Way to the CAA; City and County Community Development Block Grant (CDBG) and General Funds appropriated for emergency basic needs and community action services; and other funds as appropriate.

## 9. SERVICE COORDINATION

CAA SERVICE COORDINATION responsibilities should encompass service system management and services integration

- a. Service system management involves coordinating both the delivery of services and the development of new service elements within the emergency basic needs and community action services system, in order to minimize duplication of effort and to maximize effective use of limited resources.
- b. Services integration involves coordinating emergency basic needs and community action services with other human services programs and systems, in order to provide for an appropriate range, depth and continuum of human services in the community.

## 10. DEFINITIONS OF DIRECT SERVICES AND CLIENT

(Prohibition on CAA to perform direct services)

- a. "Direct services" means helping an individual client meet a basic need through direct client contact, which may include any or all of the following activities: intake; client eligibility determination; assessment; case planning; individual client advocacy; provision of cash, vouchers, or in-kind benefits and services; counseling; follow-up; and reassessment.
- b. "Client" means a person served by or utilizing the services of a social service agency.
- c. All activities currently performed by the CAAP should be evaluated against these definitions as part of its transformation into the CAA. (The CAAP has not yet analyzed these definitions sufficiently to undertake such an evaluation.)



### C. STAFFING OF THE COUNTYWIDE COMMUNITY ACTION AGENCY (CAA)

January 22, 1988

#### RECOMMENDED FUNDING ASSUMPTIONS

1. Local funders should not use reorganization of the two community action agencies to justify an overall reduction of local funding.
2. CAA performance of community action functions currently performed by CAAP and MCCAA should not result in new costs to the system. Administrative efficiencies should be maximized in transforming both agencies.
3. Expectations for CAA performance of new or expanded emergency basic needs and community action functions will require additional funding.

#### STAFFING NEEDS (see attachments)

4. The CAA would need approximately 10.25 FTE staff positions (10.10 to 10.95 FTE, including: 1.25 to 1.50 FTE management staff; 3.85-4.40 FTE program staff; 3.00-3.05 FTE fiscal staff; and 2.00 FTE clerical staff) in order to perform the identified functions of advocacy, planning and evaluation, resource management, and service coordination for the emergency basic needs and community action services system.
5. The CAAP presently allocates 6.25 FTE staff to community services programs; however, a 0.5 fiscal FTE is not funded beyond August 1988.
6. In order to be transformed into the CAA, the CAAP needs to continue the unfunded 0.5 fiscal FTE position and would need approximately 4.0 new FTE (3.85 to 4.70 FTE), if it is to perform new and expanded emergency basic needs and community action functions identified in this report.

#### RECOMMENDATIONS FOR CAA STAFFING

7. The CAA should be staffed with approximately 10.25 FTE positions (1.25 FTE management staff, 4.0 FTE program staff, 3.0 FTE fiscal staff, and 2.0 FTE clerical staff), in order to carry out identified functions for the emergency basic needs and community action services system.
8. This staffing capacity should be created by expanding the CAAP's funded staff allocation of 5.75 FTE for community services by 4.0 new FTE, while continuing the unfunded 0.5 fiscal FTE position. The CAAP has projected costs for the 4.5 FTE at \$148,587. This represents \$96,851 in salaries, \$29,259 in taxes and fringes, and \$22,487 for materials and services. These 4.5 FTE positions include a 0.5 FTE community services coordinator (management), 2.0 FTE advocacy/planning/resource management/service coordination staff (program), a 0.5 FTE fiscal technician and a 0.5 FTE fiscal monitor (fiscal), and a 1.0 FTE word processor/clerk (clerical).
9. The County should analyze the potential savings for the community action functions of advocacy, planning and evaluation, resource management and service coordination being carried out through the CAA rather than through MCCAA. (However, there may be costs associated with MCCAA becoming a non-profit agency which could reduce or negate any savings.)
10. Local funders should allocate approximately \$148,000 in new resources for FY 88-89, subject to verification by a management analysis and offset by savings from MCCAA, to fund CAA performance of new and expanded functions for the emergency basic needs and community action services system.

# CAA STAFFING

## FUNCTIONS

## STAFF ALLOCATION (FTE'S) FOR COMMUNITY SERVICES

	Management	Program	(subtotal)	Fiscal	Clerical
I. <u>Advocacy</u>					
a. Public Education	.05-.15	.25		. 0	.25
b. Resource Mobilization	.20-.25	.40		. 0	
c. Issue Advocacy		<u>.35</u>		<u>. 0</u>	
Subtotal	.25-.40	1.00 <sup>1</sup>	(1.25-1.40 <sup>1</sup> FTE)	. 0	.25
II. <u>Planning and Evaluation</u>					
a. Strategic Planning	.05-.15	.30- .45		. 0	.50
b. System Design	.05	.25- .35		. 0	
c. Resource Planning	<u>.05</u>	<u>.30</u>		<u>.10-.15</u>	
Subtotal	.15-.25	.85-1.10	(1.00-1.35 FTE)	.10-.15	.50
III. <u>Resource Management</u>					
a. Contract Development	.05	1.00-1.30		. 0	.60
b. Program Monitoring	.05			. 0	
c. Fiscal Monitoring	.05	. 0		.50	
d. Internal Accounting	<u>.05</u>	<u>. 0</u>		<u>2.00</u>	
Subtotal	.20	1.00-1.30	(1.20-1.50 FTE)	2.50	.60
IV. <u>Service Coordination</u>					
a. System Management	.25	.75		. 0	.15
b. Services Integration	<u>.10</u>	<u>.25</u>		<u>. 0</u>	
Subtotal	.35	1.00 <sup>2</sup>	(1.35 <sup>2</sup> FTE)	. 0	.15
V. <u>General Management</u>	<u>.30</u>	<u>. 0</u>	(.30 FTE)	<u>.40</u>	<u>.05</u>
Totals	1.25-1.50	3.85-4.40	(5.10-5.90 FTE)	3.00-3.05	2.00
Existing CAAP Allocation	<u>.75</u>	<u>2.00</u>		<u>2.50<sup>3</sup></u>	<u>1.00</u>
Staffing Needs For CAA	<u>.50- .75</u>	<u>1.85-2.40</u>	(2.10-2.90 FTE)	<u>.50- .55</u>	<u>1.00</u>
RECOMMENDED STAFF INCREASE	.50	2.00	(2.5 FTE)	.50	1.00

<sup>1</sup> Staff performing advocacy functions will also support planning functions

<sup>2</sup> Includes staffing the Delegate Agency Advisory Group (DAAG)

<sup>3</sup> .50 FTE fiscal monitor not funded beyond August 1988

# CAA STAFFING

## PRESENT CAAP STAFF POSITIONS CLASSIFIED BY FUNCTION AND PROGRAM

<u>Program</u>	<u>Management</u>	<u>Program</u>	<u>Fiscal</u> <sup>1</sup>	<u>Clerical</u>	<u>Total</u>
Community Services	0.75	2.00	2.50 <sup>1</sup>	1.00	6.25
State Refugee	1.12	2.75	0.78	1.00	5.65
Weatherization	1.13	3.00	0.72	1.00	5.85
TOTAL FTE	<u>3.00</u>	<u>7.75</u>	<u>4.00</u>	<u>3.00</u>	<u>17.75</u>

<sup>1</sup>Includes temporary field auditor position 0.5 FTE.

## ADDITIONAL STAFFING NEEDS TO PERFORM NEW AND EXPANDED FUNCTIONS AS CAA

<u>Position</u>	<u>FTE</u>
Community Services Coordinator	0.5
Advocacy/Planning/Resource Management/Service Coordination Staff	2.0
Fiscal Technician	0.5
Fiscal Monitor (continues position which is unfunded in FY 88-89)	0.5
Word Processor/Clerk	1.0
TOTAL FTE	<u>4.5</u>

## PROJECTED FY 88-89 COSTS FOR 4.5 FTE POSITIONS

<u>Category</u>	<u>Annual Cost</u>
Personnel	\$ 96,851
Taxes and Fringes	<u>\$ 29,249</u>
Subtotal	\$126,100
Materials and Services	<u>\$ 22,487</u>
Total Cost	<u>\$148,587</u>

## PROPOSED CAA STAFF POSITIONS CLASSIFIED BY FUNCTION AND PROGRAM

### Expanded Community Services (net increase of 4.0 FTE)

<u>Program</u>	<u>Management</u>	<u>Program</u>	<u>Fiscal</u>	<u>Clerical</u>	<u>Total</u>
Community Services	1.25	4.00	3.00	2.00	10.25
State Refugee	1.12	2.75	0.78	1.00	5.65
Weatherization	1.13	3.00	0.72	1.00	5.85
TOTAL FTE	<u>3.50</u>	<u>9.75</u>	<u>4.50</u>	<u>4.00</u>	<u>21.75</u>

D. BOARD AND BYLAWS OF THE COUNTYWIDE COMMUNITY ACTION AGENCY (CAA)  
January 22, 1988

EAST COUNTY REPRESENTATION

CAAP STATUS:

The CAAP Board size is 27 seats, with 21 current members. By federal and state law, one-third of the Board must represent public officials or their designees, one third must be low income persons, and one-third must represent the private sector. State Senator Frank Roberts (East County) is one of eight elected officials. There are six vacancies on the CAAP Board, of which one is an elected official seat and the balance are private sector seats.

ISSUE:

East County representatives would like one-third of the seats on the CAA Board to represent Mid and East County.

RECOMMENDATIONS:

1. The CAAP bylaws should be changed to expand the CAA Board to 33 seats.
2. For a transition period, and not required in the bylaws, East County agencies should forward nominations to the Board of County Commissioners (as the governing authority for the MCCA service area) to nominate members for six expansion seats (two public, two low income, and two private). Nominees will not be able to sit on the non-profit MCCA Board. ("Transition" means the first year and only for the terms of newly appointed Board members, which is for two years but is renewable.)
3. For the transition, and similarly not in the bylaws, East County agencies should forward nominations to the BCC to nominate members for four of six current vacancies; CAAP should not fill those vacancies in the interim as a good faith effort (six expansion seats plus four vacancies plus Senator Roberts' seat equals 11 seats or one-third of the 33-member CAA Board).
4. The CAA Board should review the permanent size of the Board after one year to determine if a reduction of Board size is appropriate or necessary.

STANDING COMMITTEES

CAAP STATUS:

The CAAP currently has Legislative and Planning Committees as standing committees. These committees are not required in the bylaws. The Executive Committee is required in the bylaws, to consist of four officers, three at-large members and one representative of each standing committee (if it is not otherwise represented). A Nominating Committee is also required. The Board may appoint other standing committees which are considered long-term and integral to the mission of the agency.

ISSUES:

East County representatives and the delegate agencies would like an Advocacy Committee created, to have both the Advocacy and Planning Committees and a Finance Committee required in the bylaws, and to see a stronger committee structure developed. East County representatives would like Mid and East County representation added to standing committees and the Executive Committee.

## CAA BOARD AND BYLAWS

### RECOMMENDATIONS

5. The name and charge of the CAAP Legislative Committee should be changed to become the CAA Advocacy Committee.
6. The Advocacy Committee and the Planning Committee should be added to the bylaws as required standing committees. The Board's authority to create other standing committees as needed should be retained.
7. A Finance Committee should be added to the bylaws as a required standing committee, with the Treasurer as Chair. Consideration should be given to a Personnel Committee, or adding Personnel to the Finance Committee charge.
8. A provision should be added to the bylaws that non-Board members may be appointed to Board standing committees, so long as the Chair of the committee is a Board member and there are a minimum of three Board members on the committee. (This will allow the CAA Board the flexibility to appoint adequate representation of community members to the Advocacy and Planning Committees, so that these committees can be the focal point for CAA advocacy and planning efforts.) A related provision should be added to the bylaws that all decisions of standing committees shall only have status as recommendations to the Board and must be reviewed by the Board.
9. The CAA's Executive Committee should remain at the CAAP's current size of nine members (four officers, three at-large, and two standing committee chairs). For the transition period until the first annual elections, East County members of the CAA Board should select one representative to serve on the CAA Executive Committee, by filling a current vacancy on the CAAP Executive Committee either as Advocacy Committee Chair or at-large member.
10. Mid and East County representatives should be appointed to all other standing committees.

### GEOGRAPHIC REPRESENTATION

#### CAAP STATUS:

The CAAP bylaws require that the Board, except for public officials, is to include representatives from constituencies in the CAAP service area "including but not limited to, North Portland, Northeast Portland, Northwest Portland, Southeast Portland, Southwest Portland, the Burnside area and members of the Black, Hispanic, American Indian, Southeast Asian and other special populations."

#### ISSUES:

East County representatives would like assurances of continuing representation on the CAA Board from MCCA's current service area. Delegate agencies would like a designated advocate for each geographic area on the CAA Board, who is not limited to low income representatives.

#### RECOMMENDATIONS:

11. Downtown should be added after Burnside, to read Burnside/Downtown.

## CAA BOARD AND BYLAWS

12. Mid-County and East County should be added to the list of geographic areas required to be represented on the CAA Board, for a total of eight areas.
13. A section should be added to the bylaws on "Responsibilities of Board Members" which indicates that at least one CAA Board member shall be designated as a liaison for each of the eight identified geographic areas. Liaisons, who may be public, low income, or private Board members, should be selected in consultation with the delegate agencies in that geographic area. Liaisons shall be accessible to agencies and neighborhood associations in their designated area, and advocate to the full Board regarding issues of concern to that area. (As not all liaisons can be on the Executive Committee, no Board members should be designated as liaisons who are members of the Executive Committee.)
14. The bylaws should be changed to state that goals of the nomination process for low income Board members are to assure that the distribution of low income Board seats equitably represents the various low income consumers, constituencies and geographic areas of the CAA's service area, and to assure there is at least one low income member for each geographic area.
15. A statement should be added to "Selection of Board Members" in the bylaws requiring that all Board appointments shall be made in such a manner as to ensure that there will be broad geographic representation on the CAA Board.

## COMPENSATION FOR BOARD MEMBERS

### CAAP STATUS:

The CAAP presently reimburses low income Board members for attendance at Board related activities.

### ISSUE:

East County representatives would like this practice continued and required in the bylaws.

### RECOMMENDATION:

16. A provision should be added to the bylaws providing for compensation to Board members upon request, for mileage, parking, day care, and other expenses as deemed appropriate by the CAA Executive Committee.

## REMOVAL OF BOARD MEMBERS

### CAAP STATUS:

CAAP has provisions in the bylaws for removal of Board members by a two-thirds vote for specified causes. Public sector members cannot be removed, and public sector designees can only be removed by the public official.

### ISSUES:

East County representatives would like to see removal provisions be more specific, the process formalized along the lines of the MCCA bylaws and a provision added for removal of public sector Board members for cause.

## CAA BOARD AND BYLAWS

### RECOMMENDATION:

17. The current procedures should be retained in the bylaws regarding removal of Board members for cause, but the exclusion of public sector members from being removed for cause should be deleted from the bylaws.

### MISSION AND FUNCTIONS

#### CAAP STATUS:

The CAAP mission statement is presently being revised. The CAAP mission statement is not in the bylaws, but functions are specified in the bylaws.

#### ISSUES:

East County representatives would like the CAA's mission statement and functions to reflect the recommendations of EBNC, and to strengthen the emphasis on advocacy and low income participation. The mission statement should continue to not be in bylaws, but functions should be specified.

#### RECOMMENDATIONS:

18. The CAA mission statement should reflect the recommendations contained in this report if adopted by EBNC, but it should not be added to the bylaws.
19. The bylaws should be changed to reflect the recommendations contained in this report regarding the CAA's functions, if adopted by EBNC.

### DELEGATE AGENCY ADVISORY GROUP

#### CAAP STATUS:

The CAAP Executive Director and Board Chair meet monthly with delegate agency Executive Directors; however, this practice is not required in the bylaws.

#### ISSUES:

East County representatives and delegate agencies would like to see this advisory group formalized, including its membership, its role, and who it advises, and have it be referenced in the bylaws.

#### RECOMMENDATIONS:

20. The Delegate Agency Advisory Group (DAAG) should be formally recognized in the bylaws by adding a provision to "IX Delegation" permitting membership in the DAAG by any social service agency which has contracts with the CAA.
21. A new duty should be added to the responsibilities of the Board Chair to receive a monthly report from the DAAG and convey it to the full Board.

## CAA BOARD AND BYLAWS

### LOW INCOME REPRESENTATION

#### CAAP STATUS:

The CAAP bylaws provide that "the Board may for cause, included but not limited to linguistic and cultural barriers, select a representative of the low income who does not fit the above (125% of poverty line) qualifications." This provision has been used twice, to represent the refugee community and to represent homeless youth.

#### ISSUES:

East County representatives believe only low income persons should fill low income seats, and want the above clause deleted as undermining empowerment for low income persons. Advocates for a special needs population would therefore have to fill private sector seats or be elected official designees.

#### RECOMMENDATIONS:

22. The clause should be deleted from the bylaws which permits the Board to appoint a non-low income person to a low income seat. Non-low income representatives of advocacy groups may be seated in private sector seats or may be designees of elected officials.

### FREQUENCY OF BOARD MEETINGS and ROLE OF THE BOARD

#### CAAP STATUS:

The CAAP Board presently meets once a month, as required in the bylaws. The Board approves all grant applications and contracts, but uses a consent calendar to expedite this process. The CAAP Board is primarily a policy board.

#### ISSUE:

Preparation for Board meetings is demanding on staff time. Possibly the Board should meet every other month or quarterly for policy decisions, with a strong standing committee structure in which the work of the Board is carried out.

#### RECOMMENDATION:

23. The CAA Board should continue to meet on a monthly basis as required by the bylaws, but the frequency of Board meetings and the role of the Board should be reviewed by the CAA Board after one year to determine if any changes are appropriate or necessary.

### PUBLIC SECTOR REPRESENTATION

#### CAAP STATUS:

The CAAP Board currently has the Mayor and three City Commissioners represented, two County Commissioners including the liaison to the Department of Human Services (DHS) but not the County Chair, one State Representative (House Speaker) and one State Senator. Public sector members are chosen as individuals and none are named in the bylaws. All public sector members are currently represented by designees.



## CAA BOARD AND BYLAWS

### ISSUES

The Mayor and the County Chair, as the chief elected officers of the City and County, should be represented on the CAA Board and possibly be so specified in the bylaws. In addition, the County Commissioner who is liaison to DHS should be represented on the CAA Board and possibly be so specified in the bylaws, though that liaison may change annually. In any case, the nominating committee should probably seek to ensure that there is parity between City Commissioners and County Commissioners, and that the East County cities have a representative on the CAA Board (this could be an East County nominee).

### RECOMMENDATION

24. A general statement should be added to the bylaws requiring that public sector members of the CAA Board must be municipal, county or state elected officials or their designees, and that there should be balanced representation on the Board from these different levels of government. The Mayor, the County Chair and the DHS liaison should not be specifically named in the bylaws, but they should be represented on the CAA Board.

### NAME CHANGE

#### ISSUE

The name of the Community Action Agency of Portland is to change as part of its transformation into the CAA. This must be reflected in the bylaws.

#### RECOMMENDATION:

25. The name of the CAA should be the \_\_\_\_\_ or the \_\_\_\_\_, and the bylaws should be changed to reflect this new name and acronym.

[4585A]

E. ADVISORY GROUPS FOR THE EMERGENCY BASIC NEEDS  
AND COMMUNITY ACTION SERVICES SYSTEMS  
January 22, 1988

FUNDERS ADVISORY COMMITTEE (FAC)

RECOMMENDED FUNCTIONS

1. The FAC should be established by City and County ordinances and appointed by local funders as an interjurisdictional coordinating body, in order to advise and report to the funders on emergency basic needs and community action services, and to advise the CAA Board. (The FAC should not be an appellate body for CAA Board decisions.)
2. The FAC should meet quarterly, or more frequently as needed, in order to report to local funders on resource needs and priorities (particularly prior to budget deliberations e.g., December), and to report to the funders on resource availability and remaining unmet needs (particularly at the end of the budget process e.g., July).
3. The FAC should be the successor to the Emergency Basic Needs Committee (EBNC), but should be limited to representatives of local funders which have both an on-going commitment to provide resources for this services system and a commitment to a coordinated planning effort.

RECOMMENDED CHARGE FROM LOCAL FUNDERS

4. To coordinate funding decisions.
5. To develop cooperative strategic policies, to establish priorities, and to target resources for the emergency basic needs and community action services system, under the direction of the local funders.
6. To participate in the CAA planning process, to review program/funding proposals for endorsement, and to evaluate the emergency basic needs and community action services system on behalf of the funders. The FAC should evaluate the CAA and its services system after the first and second years following creation of the CAA as a single countywide administrative entity, and biennially or as needed thereafter.

RECOMMENDED MEMBERSHIP AND STAFFING

7. The FAC should have seven members: City of Portland elected official; Multnomah County elected official; United Way of Columbia-Willamette President; Housing Authority of Portland Board Chair; Oregon Community Foundation (OCF) Board Chair; Church organization Board Chair, with Ecumenical Ministries of Oregon (EMO) recommended if the conflict of interest can be resolved which results from EMO's contracts with the CAAP for refugee services; and the CAA Board Chair as ex-officio. The membership responsibilities of OCF and Church representatives should include serving as liaisons to other foundations and to the church community. FAC members should not be permitted to appoint designees.
8. The FAC should be staffed by the City Human Resources Bureau (HRB) and the County Department of Human Services (DHS), with additional technical assistance provided by designated staff of FAC members.
9. Staff should support the FAC by monitoring and reporting on community needs, priorities, and funding, and on CAA planning and implementation.

## **ADVISORY GROUPS**

### **DELEGATE AGENCY ADVISORY GROUP (DAAG)**

#### **RECOMMENDED FUNCTIONS**

10. The DAAG should be established and appointed by delegate agencies in order to advise the CAA Executive Director and the CAA Board.
11. The DAAG should meet monthly, in order to prepare a monthly report for submission to the CAA Executive Director and the CAA Board Chair.
12. The DAAG should formalize the current agency advisory group, which should be expanded to include all CAA social service subcontractors.

#### **RECOMMENDED CHARGE FROM DELEGATE AGENCIES**

13. To coordinate and develop strategies for delivery system changes.
14. To identify and resolve problems among delegate agencies, between the CAA and delegate agencies, and between delegate agencies and other providers, with the DAAG serving as liaison to the CAA delivery system.
15. To participate in CAA advocacy and planning efforts for the emergency basic needs and community action services system.

#### **RECOMMENDED MEMBERSHIP AND STAFFING**

16. The DAAG should be composed of the Executive Directors of all social service agencies which are subcontractors of the CAA. The DAAG may also elect to invite representatives of non-subcontractor agencies or groups to participate in its meetings (e.g., advocacy organizations).
17. The DAAG should be staffed by the CAA, with technical assistance provided by designated staff of the delegate agencies.

### **TECHNICAL ASSISTANCE COMMITTEES (TACs)**

#### **RECOMMENDED FUNCTIONS**

18. Technical Assistance Committees may be established by the FAC, the DAAG, the CAA, or program clearinghouses as ad hoc or standing committees, in order to advise the appointing authority on policy, funding, or planning decisions or program implementation. (Examples include HR 558 Committee appointed by EBNC, and the Voucher Operations Committee established by the American Red Cross Voucher Clearinghouse.)

#### **RECOMMENDED CHARGE FROM APPOINTING AUTHORITY**

19. TACs should be task, problem or service program focused, as directed by the appointing authority.

#### **RECOMMENDED MEMBERSHIP AND STAFFING**

20. Membership of TACs should be determined by function and charge, and staffing should be provided by the appointing authority.

[4613A]

**F. OPERATING RELATIONSHIPS AND RESPONSIBILITIES IN THE EMERGENCY BASIC NEEDS AND COMMUNITY ACTION SERVICES SYSTEM**  
January 22, 1988

RELATIONSHIP TO:	Local Funders	Funders Advisory Committee (FAC)	Countywide Community Action Agency (CAA)	Delegate Agency Advisory Group (DAAG)	Social Service Providers	Low Income Persons
LOCAL FUNDERS		<ul style="list-style-type: none"> <li>-Appoint FAC</li> <li>-Provide policy direction to FAC and CAA system</li> <li>-Staff FAC</li> </ul>	<ul style="list-style-type: none"> <li>-Channel funds through CAA</li> <li>-Contract with CAA</li> <li>-Monitor CAA's contract performance</li> <li>-Request information</li> </ul>		<ul style="list-style-type: none"> <li>-Contract for services outside of CAA system</li> </ul>	<ul style="list-style-type: none"> <li>-Hold public hearings</li> </ul>
FUNDERS ADVISORY COMMITTEE (FAC)	<ul style="list-style-type: none"> <li>-Advises/reports to funders</li> <li>-Coordinates funding</li> <li>-Develops cooperative strategic policies</li> <li>-Establishes priorities</li> <li>-Participates in CAA planning process</li> </ul>		<ul style="list-style-type: none"> <li>-Advises CAA</li> <li>-Evaluates CAA services system</li> <li>-Requests information/recommendations/technical assistance</li> <li>-Targets resources</li> </ul>	<ul style="list-style-type: none"> <li>-Requests information/technical assistance</li> </ul>	<ul style="list-style-type: none"> <li>-Appoints TACs</li> <li>-Requests information/technical assistance</li> <li>-Reviews proposals for endorsement</li> </ul>	<ul style="list-style-type: none"> <li>-Conducts open meetings</li> </ul>
COUNTYWIDE COMMUNITY ACTION AGENCY (CAA)	<ul style="list-style-type: none"> <li>-Advocates for funds, issues, policies, programs</li> <li>-Negotiates contracts</li> <li>-Provides information/technical assistance</li> </ul>	<ul style="list-style-type: none"> <li>-Provides information/recommendations/technical assistance</li> </ul>		<ul style="list-style-type: none"> <li>-Coordinates service system changes</li> <li>-Involves in advocacy and planning</li> <li>-Provides information/technical assistance</li> <li>-Requests information/recommendations</li> <li>-Staffs DAAG</li> </ul>	<ul style="list-style-type: none"> <li>-Appoints TACs</li> <li>-Channels funds</li> <li>-Contracts for services</li> <li>-Coordinates with non-delegate agencies</li> <li>-Involves in advocacy and planning</li> <li>-Monitors contract performance</li> </ul>	<ul style="list-style-type: none"> <li>-Involves in advocacy and planning</li> <li>-Processes appeals</li> <li>-Provides information and education</li> <li>-Requests information and proposals</li> </ul>
DELEGATE AGENCY ADVISORY GROUP (DAAG)	<ul style="list-style-type: none"> <li>-Advocates for funds, issues, policies, programs</li> </ul>	<ul style="list-style-type: none"> <li>-Advocates</li> <li>-Provides information/technical assistance</li> </ul>	<ul style="list-style-type: none"> <li>-Advises CAA</li> <li>-Develops strategies (e.g. empowerment)</li> <li>-Identifies/resolves problems</li> <li>-Participates in advocacy/planning</li> <li>-Provides information/recommendations/technical assistance</li> </ul>		<ul style="list-style-type: none"> <li>-Liaison between delegate agencies and CAA delivery system</li> </ul>	<ul style="list-style-type: none"> <li>-Involves in advocacy and planning</li> </ul>
SOCIAL SERVICE PROVIDERS	<ul style="list-style-type: none"> <li>-Advocate for funds, issues, policies, programs</li> </ul>	<ul style="list-style-type: none"> <li>-Advocate</li> <li>-Provide information/technical assistance</li> </ul>	<ul style="list-style-type: none"> <li>-Advocate</li> <li>-Participate in advocacy/planning</li> <li>-Provide information/technical assistance</li> </ul>	<ul style="list-style-type: none"> <li>-Advocate</li> <li>-Provide information</li> </ul>		<ul style="list-style-type: none"> <li>-Empowerment</li> <li>-Provide information and education</li> <li>-Provide services</li> <li>-Request information</li> </ul>
LOW INCOME PERSONS	<ul style="list-style-type: none"> <li>-Advocate for funds, issues, policies, programs</li> </ul>	<ul style="list-style-type: none"> <li>-Advocate</li> </ul>	<ul style="list-style-type: none"> <li>-Advocate</li> <li>-Board members of CAA</li> <li>-Participate in advocacy/planning</li> </ul>	<ul style="list-style-type: none"> <li>-Advocate</li> <li>-Participate in advocacy/planning</li> </ul>	<ul style="list-style-type: none"> <li>-Advocate</li> <li>-Provide information</li> <li>-Recipients of client services</li> </ul>	

APPENDIX B

Summaries of EBNC Subcommittee Reports  
Consultants' Report to EBNC  
September 1987

## **B.SUMMARIES OF THE SUBCOMMITTEE REPORTS: KEY POINTS**

### **1. Food**

#### **a. Current Services**

- i. On-going food supplement programs include both public (i.e., food stamp program, WIC, school lunch and breakfast programs, and the surplus U.S. Department of Agriculture commodity program) and private sector efforts such as Loaves & Fishes and Christmas food boxes.
- ii. A traditional charity network of voluntary programs provides emergency food boxes to 23,000 people a month in Multnomah County.
- iii. There are 14 established agencies in Multnomah County which sponsor food box programs. Most of these agencies are church-related, non-profit corporations.
- iv. A network of "soup kitchens" serves the homeless population in the Burnside community.
- v. The Interagency Food Bank, a non-profit agency, re-distributes "surplus" food from the food industry and the U.S. Department of Agriculture to its member agencies, which include most of the emergency food box and supplemental food programs.

#### **b. Recommendations for Improved Services**

- i. Adequately fund the food stamp program so that people can meet their needs without resorting to the emergency service network.
- ii. Maintain the network of private agencies to meet emergency food needs.
- iii. Establish a system of "food clearinghouses," lead agencies that would specialize in problem-solving and linkage service skills and would be resources for the volunteer food delivery network.
- iv. Develop a food voucher system with existing restaurants in the Burnside community to meet the unique needs of the homeless residents.

**Notes:** 1. Currently federal regulations allow food stamps to be used for hot meals in restaurants. Sisters of the Road Cafe has used this program successfully but proposed changes in the regulations have put the future of this program in doubt.

**2. Shelter, Clean-up, and Clothing**

**a. Current Services**

- i. A network of private, non-profit agencies and the voucher system served approximately 9,258 unduplicated homeless individuals in Multnomah County over a twelve-month period.
- ii. Shelter services are organized based on both geographic districts and the needs of sub-populations which include homeless families, single adults, youth, elderly, the mentally ill, and victims of domestic violence.

**b. Recommendations for Improved Services**

- i. The shelter system must be able to serve over 9,000 people per year.
- ii. The shelter system should address both emergency and transitional situations.
- iii. The Shelter Oversight Committee, currently providing technical assistance to the voucher program, should be responsible for orchestrating quarterly bed/body counts, including the number of persons "turned away" from a facility.
- iv. The Shelter Oversight Committee should have responsibility for developing a system for gathering uniform demographic and service data from providers.
- v. The voucher system should be used as a secondary choice, after all emergency shelter space has been appropriately used.
- vi. A baseline of standardized voucher eligibility criteria needs to be developed.
- vii. The existing shelter system must be maintained at its current level.

- viii. Additional resources should be targeted to create shelters for single women and women with children, the mentally ill, and youth.
- ix. Expanding availability of case management services should be a priority in order to reduce the number of emergency situations.
- x. Ensuring that the homeless have access to appropriate clothing and to facilities for washing clothes and meeting personal hygiene needs should remain a priority.

- Notes:**
- i. Two shelters for single women and women with children are in the development stages.
  - ii. A shelter for street youth is operational.
  - iii. The county has begun the planning process to develop a shelter for chronically mentally ill clients and others who are difficult to place.

### 3. Energy Assistance

#### a. Current Services

- i. Energy assistance programs served 26,428 households in 1985-86.
- ii. Over \$4.5 million in energy assistance monies (94% of which comes from public sources), was dispersed during 1986 to clients in Multnomah County through the Salvation Army, MCCA, and the CAAP contractors (IMPACT, Urban League, North Community Action Council, Neighborhood House, NW Service Center, and Burnside Projects). In addition, churches and individual donors contributed to assistance programs run by Snow CAP, St. Vincent dePaul, and the 700 Club.
- iii. United Way's Information and Referral Service is a point of access for information on energy assistance programs.
- iv. An informal network of utilities and social service agencies, the League of Utility and Social Service Agencies (LUSSA), meets to exchange information and review program effectiveness.



- v. Current resources are not sufficient to meet energy assistance needs.

b. Recommendations for Improved Services

- i. Formalize LUSSA as the energy assistance committee for Multnomah County; provide paid staff.
- ii. Designate United Way's Information and Referral service as the telephone point of access for energy assistance information.
- iii. Enhance current and develop new energy assistance resources such as Oil Heat Institute or expanded weatherization funding.
- iv. To meet the energy needs of the low-income population, provide a continuum of services which includes payment assistance, money management, advocacy on rate issues, conservation education, and weatherization.

- v. Institute a fund for water utility assistance.

Notes:

- i. LUSSA's role has been formalized. The city and county have contributed funds to hire a staff person.
- ii. EXXON rebate dollars have been made available for additional energy assistance.
- iii. The City of Portland's Utility Rebate Program has been refocused to low-income weatherization.
- iv. A new demonstration project - Arrearage Pilot Program - has been established to encourage 80 low-income households to meet their household energy costs by combining weatherization, education, materials and cash assistance to resolve chronic arrearages in energy bills.
- v. City Energy Assistance dollars (from BHR Emergency Services Fund and the Utility Rebate Program) are now available for water bills.

#### 4. Transportation

##### a. Current Services

- i. Long distance transportation assistance is provided by Adult and Family Services on a case-by-case basis, and by agencies and churches on an informal basis. Trailways bus company also allows reported runaways to travel home free of charge.
- ii. For the elderly and the disabled, on-going transportation (to medical appointments or job search) is provided by Tri-Met and its LIFT contractors.
- iii. Short notice, emergency transportation is provided by over 98 social service agencies, churches, medical facilities and job training agencies.
- iv. As an emergency need, transportation is provided in conjunction with primary needs for shelter, food and clothing.
- v. Government funding of emergency transportation is rare; agencies generally rely on private funds.

##### b. Recommendations for Improved Services

- i. Form a coalition of service providers to foster communication.
- ii. Establish a private, non-profit umbrella agency to be the planner, recruiter and broker of private transportation resources, and to purchase Tri-Met services on behalf of the entire transportation network.
- iii. Give Tri-Met responsibility for planning and coordinating transportation services for the needy.
- iv. Include youth and needy people in the Regional Transportation Plan developed by the Metropolitan Service District.
- v. Continue to support the transportation assistance network of 98 plus agencies.

Notes: i. The Timothy Lake Retreat identified the Bureau of

Housing and Community Development (City) to take the lead in development of a transportation system which would support the emergency shelter system.

- ii. A clearinghouse for long distance transportation has been established at St. Vincent DePaul.

**5. Employment Assistance**

**a. Current Services**

- i. Current employment services include sheltered workshops, transitional employment, pre-vocational and vocational training, on-the-job training, and direct placement.
- ii. Sheltered workshops are run by Goodwill, Portland Hab Center, and St. Vincent dePaul.
- iii. Transitional employment programs, focused on the needs of the homeless, the chronically mentally ill, and older workers (age 55 or older), are provided by the Association for Portland Progress, Mental Health Centers, and the Private Industry Council (PIC).
- iv. Training and placement programs are administered by the PIC, and the Oregon Employment Service.
- v. State employment services counselors are out-stationed at Burnside Projects and Burnside Community Council.

**b. Recommendations for Improved Services**

- i. Additional programs are needed at the low end of the employment assistance continuum, i.e., structured day activity, sheltered workshops, and transitional employment slots.
- ii. Coordination of services would be enhanced if agencies that do intake for homeless people used a standardized screening instrument that included appropriate employment service needs.
- iii. Case management and a well managed referral system would facilitate improvements in meeting individual employment needs.
- iv. Providers of employment services to homeless

should meet on a regular basis to share referral and resource information (EHAC is a model).

- v. Support services should be expanded so homeless people can participate in employment assistance programs.
- vi. Existing employment programs should be modified to better meet the needs of the homeless.
- vii. Employers should be educated about the employment potential of the homeless.
- viii. A pilot program which links services provided by existing agencies to better meet special employment needs of the homeless should be established.

## 6. Health Services

### a. Current Services

- i. The two major providers of care for the medically needy in Multnomah County are the county clinics and non-profit community clinics. Private physicians also see indigent patients, but the number of needy who are assisted by private physicians is not known.
- ii. Multnomah County services include HealthSource, prepaid health care for Medicaid clients, Medicare, and Family Planning Services.
- iii. There are nine non-profit community health clinics in Multnomah County; they depend on volunteer contributions and are members of the Coalition of Community Health Clinics, which is supported by the county and city.
- iv. Hospital emergency rooms serve as last resort for people with no health insurance.
- v. There is no resource for chronic medication assistance.
- vi. S.E. Neighborcare, a community health clinic, and Providence Hospital have established a partnership which could serve as a model for

other clinic-hospital partnerships.

b. Recommendations for Improved Services

- i. Expanded access to dental care for the medically indigent should be considered.
- ii. Establish a Medication Assistance Advisory Board, comprised of representatives from community clinics, private health care providers, the retail drug industry, and professional pharmacists, to examine the feasibility of a prescription assistance program and a more effective distribution of drug samples.
- iii. Establish a single health care telephone number to provide 24-hour triage, medical advice, and information and referral. Service could be offered through Multnomah County.
- iv. Increase access to primary and urgent health care for underserved mid-county residents.
- v. Support legislation and programs that reduce the burden of liability and malpractice insurance for providers who serve the medically indigent.
- vi. Increase access to perinatal care for indigent mothers.

7. Linkage Services

a. Current Services

- i. Level I Linkage (Information) is provided through a wide variety of service providers throughout the county. United Way's Information and Referral provides a primary access point during regular office hours, and Metro Crisis provides primary access after hours and on weekends.
- ii. While there are some agencies providing Level II Linkage (which includes information and referral, and may include crisis intervention, intake, detailed problem solving, advocacy, and follow-up) there are major gaps in the availability of Level II to support virtually all identified emergency basic needs elements.

- iii. There are often gaps in the reliability and consistency of on-site information to support emergency basic needs services; most often information is absent or inconsistently available.
- iv. There are significant gaps in the availability of Level III linkage (which includes both Levels I and II Linkage up to 90 days) for special needs populations. Some Level III linkage has been available to certain specialized shelters and transitional housing programs, but it is not sufficient to meet the need and does not address, for example, the needs of frequent users of food box programs.

b. Recommendations for Improved Services

- i. Public policy should support the linkage service system as integral to emergency basic needs service delivery.
- ii. Service delivery and case management to all special needs populations who require ongoing assistance should be supported and funded to the level of need.
- iii. Linkage services should be adequately funded. As emergency services are expanded, linkage services should be expanded and funded commensurately.
- iv. Funding should be sufficient to support not only direct client management costs but also administrative and overhead costs that are essential for effective agency/program functioning.
- v. Service delivery should be standardized through common definitions, goals and standards.
- vi. The delivery system for linkage services should be: client focused; have multiple access points; be organized by either neighborhood/geography or by specific population need; and be built upon existing population based networks/coalitions.

- vii. Unnecessary duplication of access points for linkage services should be reduced by agreeing upon a designated agency or a division of responsibilities in geographical areas in which two or more agencies currently serve the same population.

**Notes:** i. County funds have been allocated to fund Level III Linkage for the homeless for FY 87-88.

### C. THE TIMOTHY LAKE RETREAT REPORT

Although not one of the original EBNC subcommittee reports, the recommendations developed by 30 representatives of service providers at a Timothy Lake Retreat June 30 - July 2, 1987 organized by the City of Portland Bureau of Community Development are pertinent to planning an emergency basic needs service delivery system. The Timothy Lake recommendations represent goals and agreements negotiated among service providers. The recommendations propose:

1. Restructuring the relationship between the use of shelters, vouchers and transitional housing;
2. Increasing shelter capacity in identified geographical areas and for identified populations;
3. Designating points of access to the restructured emergency housing service system;
4. Implementing immediate operational changes in the use of church shelters and in the voucher program; and
5. Focusing particular attention on developing emergency housing services for the homeless mentally ill and similarly difficult to evaluate/place persons.