

Interim Briefing 2: Program Review and Analysis

Pierce County Human Services Department Study

May 31, 2019

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INTRODUCTION

Project Overview

Pierce County issued a Request for Proposal (RFP) to select a vendor to evaluate its Human Service Department's current business processes and funding streams and make recommendations for ways to improve service delivery with an emphasis on identifying financial savings while increasing service efficiencies. To accomplish this, the county engaged Public Consulting Group, Inc (PCG) to assess the delivery of its current human services and examine how similar jurisdictions manage their human services functions, with a focus on better aligning services and streamlining delivery where possible.

Document Overview

This deliverable provides preliminary summary results of an extensive review of all divisions, including structure, staffing, strategy, central service costs, and allocation of General Fund resources. This deliverable is informed by on-site interviews, email and phone follow-up discussions, reviews of data and documents, and the data collection tool detailed below. Our analysis includes identification of areas of opportunity to deliver services more efficiently and effectively, leverage additional funding opportunities to provide the most effective services, and better structure service delivery to align with the Department's core mission: *to ensure all of Pierce County has equitable access to community-based services that respect each person's unique experience.*

METHODOLOGY

PCG's approach to developing this deliverable was three-fold:

- 1. On-Site Interviews:** During a two-day site visit, PCG met with the Senior and Expanded Leadership Teams and division and program managers to discuss the overall goals of the study and the Pierce County Human Services programs. Research questions were developed prior to the meetings to facilitate discussion. These questions focused on each program's organizational structure, staff, outcomes, high-level budget, resources, and known opportunities for improvement.
- 2. Data and Resource Review:** Having received information such as the Human Services Strategic Plan, budget documents, division organizational charts, program audits, and performance measures, PCG was prepared with a baseline of information prior to the site visit. Once the on-site evaluation was complete, additional documents were reviewed to develop a deeper understanding of the various programs and the Human Services Department as a whole. These documents included the Community Action Program's Community Needs Assessment, recommendations from internal studies, presentations, Cost Allocation Plan, Veteran Report, various grants, and program contracts.
- 3. Creation and Completion of Data Collection Tool:** PCG created a spreadsheet to capture information from each division and program area. During the initial site visit, the tool was tested and validated with the divisions and a final draft was created. Once the tool was finalized, liaisons from each program area received a copy and completed the tool to the best of their abilities. In situations where additional explanation was needed, Division staff were encouraged to submit existing documentation with the tool. During this process, the PCG project team was responsible for making sure Division liaisons received and understood the request. Coupled with the data already received, the goal was to gain a comprehensive understanding of the programs within the Department in support of the study analysis. The program areas involved in this analysis were Aging and Disability, Behavioral Health, Community Action, Community Services, Finance, and Veterans' Services.

ADMINISTRATION

Overview

Pierce County Human Services (PCHS) has the responsibility to connect those in need with services to improve their quality of life and promote self-sufficiency. Currently, there are approximately 220 employees in the Department serving in six different divisions/program areas with a mixture of direct and indirect services (roughly, 40% and 60%, respectively):



1. **Aging and Disability Resources** is responsible for local planning and administration of federal and state funds targeted to provide a range of community-based supports and services. These services are designed to address the long-term care needs of frail older adults and adults with disabilities.
2. The **Behavioral Health** program area helps build infrastructure, capacity, and programming in Pierce County's behavioral health system.
3. The **Community Action** division creates opportunities for economically disadvantaged families to reduce the impact of poverty through a variety of social service and community programs
4. The **Community Services** division administers federal, state and local funds with the goals of helping to bring services to low-income communities and families, increasing the availability of affordable housing, and addressing the crisis of homelessness.
5. **Veterans Assistance** services provide emergency assistance with food, rent, and utilities to qualified indigent veterans and family members, and also serve incarcerated veterans.
6. The **Finance** division is responsible for maintaining accurate financial records and providing timely financial information to the public, funders and partners.

In addition, Human Services also provide support to the Washington State University Pierce County Extension which provides educational programs and leverages the broad resources of a major university to resolve issues and create a positive future for the residents of Pierce County.

In 2017, PCHS leadership created priorities, a vision and clearly articulated their guiding principles. Their strategic plan centers on the below themes:

OUR VISION FOR PIERCE COUNTY

PCHS' goal is to increase collaboration and develop partnerships to act more regionally; examples include working with the Accountable Communities of Health and all small cities and towns. Human Services is not a "one size fits all" proposition. Each city and town has its own needs. It is the job of Human Services to partner with communities to understand how to serve them better and provide the necessary programs that will be successful for each town. Our goal is to tailor our programs to the needs of each community. In responding to everyone's needs, PCHS acknowledges that the task at hand is not equitable and inclusive and on that treats each individual with dignity and allows them to live in thriving communities.

HOW WE SERVE OUR CLIENT

In addition to soliciting feedback from partners on how to better serve clients and use data and analytics to anticipate changing needs and prioritize projects, we will do our best to make sure community members can access and understand our services.

OUR INTERNAL CULTURE SHAPING A BETTER PIERCE COUNTY

PCHS strives to create a culture that is inclusive and supportive, a culture that will develop natural collaboration between existing programs to serve clients in a holistic approach, and a culture that will improve internal processes for greater accountability and responsibility at all levels.

Key Findings and Opportunities

We identified the following findings and opportunities that apply across all of the divisions within Human Services.

COMMUNICATIONS AND COORDINATION	<p>In talking with staff, several divisions, including Finance who has the unique perspective of working alongside all programs, noted that communication among and with programs isn't ideal. Many of the divisions are in silos and the indirect nature of service delivery only exacerbates this issue. While there are leadership and senior leadership groups who meet semi-regularly to discuss department-wide issues, and many staff spoke about the personal relationships they may have with their counterparts in other divisions, there appear to be few formal, cross-program channels for communication or working toward shared outcomes. The Department should consider implementing a more formal way of sharing and discussing information across the Department, such as regular communications (it appears that a blog was used in this way in the past) or cross-team workgroups. The Department could also benefit from a communications tool that helped link staff who work in different locations, such as an internal chat function. Making it easier for staff to connect with each other and to keep up to date on other programs and divisions will encourage additional collaboration and help to coordinate services across the department.</p>
IT SYSTEMS	<p>There are more than 60 unique IT systems in use by Pierce County Human Services to: collect program outcomes/outputs, enter needed state or federal data, and/or track funding and clients. Each program has <i>at least one</i> required database, but few — if any — interface or share information with one another. While it may not be feasible to shelve most of these systems, PCHS should inventory and assess all the current IT systems for: required usage, usefulness and value-add (can the same data be entered into or obtained from another database?), duplication, and consolidation opportunities.</p> <p>In addition, Pierce County Human Services created a central data warehouse to get rid of silos and share client information. This system is not used extensively, and data is infrequently uploaded. While the data warehouse wasn't a solution to the problem at the time of creation, more consistent use might help solve some needs today, and reduce duplication of efforts and contacts as PCHS builds more complete systems.</p> <ul style="list-style-type: none">• A data warehouse that is person-centered can offer staff a complete picture of the customer, from their assessment results, to their current services and service levels, and active and closed referrals.• Potential enhancements can include allowing other Department data and staff into the warehouse to get an even more complete picture and potentially allow for other Department staff to assist in obtaining documentation or other tasks.• Expansion of data warehouse access and information collected/displayed to community partners, starting with those who have signed the Letter of Collaboration, can create an even more robust picture of the client. Data could include the types of services received by the community partner, responses to any internal assessments they have completed, and other important information to give a holistic picture of the person.• An advantage to this expansion is that it can reduce the potential for duplicative and unnecessary referrals, reduce the chance of customers potentially accessing multiple partners for the same type of service, and highlight gaps where the customer may be missing access to critical services.

<p>LOCATIONS</p>	<p>PCHS has two locations for services: Downtown (at 1305 Tacoma Ave, S) and Sound View (at 3602 Pacific Ave). A major pain point identified by staff across all divisions is physical space. Staff expressed that current space doesn't meet the needs of staff or clients and the two locations mean that the opportunity to collaborate over shared clients is minimized. In addition, two separate offices mean a duplication of some costs (lobby, clerical, rent/overhead, etc.). Acknowledging that space is something the Department has been struggling with for a while, some options for consideration include:</p> <ul style="list-style-type: none"> • Case managers generally perform a mix of work in the office and in the field. PCHS can consider having these staff be remote workers, working from home when they aren't visiting with clients. The same can be said for other staff, such as Aging and Disability Resource Center (ADRC) staff. While this would further exacerbate the collaboration concerns, it could relieve some of the financial overhead burden. Similarly, some of these staff could be stationed full or part-time in the community with various community organizations (space permitting). • Space could be consolidated into one location. While this has been reviewed already, we encourage the county to reconsider; oftentimes the debt service on a new building, combined with staff and facilities overhead charges stemming from a second location, is far less over time than rent and upkeep.
<p>LEADERSHIP</p>	<p>PCHS is without three leadership positions (out of seven). In 2018 the Community Services Division Manager became vacant, in February, the Department Director left to return to his previous position, and recently, the Community Action Manager left the Department. All three positions remain vacant. Strong, strategic leadership is key, especially with the recommendations the Strategic Plan is trying to achieve and any recommendations that result from PCG's final report. The Department should work quickly to evaluate positions, replace key staff members, and should ensure leadership is given a degree of autonomy to operate programs according to mission/vision/strategic plan. The latter is a key piece that was shared by many of the peer counties we reached out to as a core component of any successful organization or change effort.</p> <p>In addition, during the site visit, staff mentioned that Human Resources hiring takes a long time, which is problematic and should also be addressed, as data supports that assessment.</p>
<p>QUALITY IMPROVEMENT</p>	<p>Results Oriented Management Accountability (ROMA), is a continuous quality improvement¹ framework for Community Action Programs. ROMA framework has been applied to program reviews and revisions (Energy, Weatherization, Home Repair, and ECEAP) and is currently guiding the work of outreach through an equity lens process. Currently, two Community Action staff are nationally certified ROMA implementers. In addition, Lean, a continuous improvement process, has been used sporadically in both Finance and Energy Assistance. In the latter, this process resulted in staffing changes to better meet residents needs when their needs are greatest (seasonal vs year-round employment).</p> <p>In an effort to align with the 2018-2021 Community Action Strategic Plan, which includes offering ROMA certifications to staff across the Community Action Division, the Department should consider expanding ROMA, or something similar, throughout the entirety of the Pierce County Human Services.</p>

¹ Continuous quality improvement is a management philosophy involves internal and external stakeholders at all levels to continuously ask and work toward what can be done better

AGING AND DISABILITY RESOURCES

Overview

The Aging and Disability Resources (ADR) Division oversees programs and services that help Pierce County citizens who are over the age of 60 and those 18 and over who have a disability. ADR's mission is held up by core values which include providing services that are tailored to individual needs, treating every individual with respect, compassion, and dignity, and honoring and accommodating language and cultural differences among individuals. At present, roughly 19% of Pierce County's population is age 60 and over, with that population expected to increase to 26% by 2040. About 14% of the county population identifies as having a disability.²

"Our mission is to ensure access to services and supports promoting community living for older adults, persons with disabilities and their caregivers."
— ADR

ADR is unique in that it is one of 13 designated Area Agencies on Aging (AAA) in Washington. This designation brings responsibility for local planning and the administration of Federal and State funds targeted to provide a range of community-based supports and services. ADR conducts community-based planning to identify local service needs and gaps, funding programs and services accordingly. The division also publishes a local plan every four years, with a two-year update, outlining their goals and proposed strategies to achieve those goals. The plan provides a summary of accomplishments from the previous two years. The 2018-2019 plan update outlined five issue areas (below), each containing a minimum of three unique goals/objectives, which will be achieved through a variety of activities. In total, the 2018-2019 plan outlines 31 unique goals/objectives to be accomplished by December 31, 2019.



ADR demonstrates a commitment to Pierce County citizens by committing to an ambitious number of goals in five significant issue areas. The established goals are thoughtful and ambitious each in their own right. ADR shows a commitment to not only setting goals but on carrying out the activities necessary to meet the goal and then reporting out on the status. This is evident in their 2016-2017 Report of Accomplishments (Appendix F of Area Plan Update), which showed that at least one activity for each of the ten goals had been completed. Progress is also tracked real time on the Pierce County website. This transparency and commitment to progress is a strength and is applauded.

² https://www.piercecountywa.gov/DocumentCenter/View/65005/2018-2019-Area-Plan-Update-Assembled-Draft_Public_Oct-2017, p. 15.

ADR is funded by a mix of discretionary and non-discretionary funds. Discretionary funds are prioritized using a series of questions and then assigned a priority order, with Level 1 being the highest priority category of service. Services are either provided directly by ADR staff or are contracted out. The major services that are kept in house include case management and the administration of the Aging and Disability Resource Center (ADRC). The below table summarizes the services provided in the ADR Division.

	Program Overview	People Served in FY18	Staff	Outcomes	IT Systems	Contracts/Direct Service
ADR Planning and Indirect Services	Provide oversight and contracting for services which are targeted to older adults and adults with disabilities, with emphasis on reaching persons who have low incomes, racial minorities, limited English speaking, homebound, geographically and/or socially isolated, living with dementia or other cognitive impairment and/or at risk of institutional placement	—	13 staff divided between Program and Fiscal	Outcomes vary across issue areas and are typically documented in Area Plan accomplishment report every two years	5 ³	44 providers
Developmental Disabilities Planning and Indirect Services	Coordinates a set of services that support individuals with developmental delays/disabilities and their families through their life span who have families from a variety of socio-economic backgrounds	—	8 FTEs	Use of appropriate behavior to meet needs; positive social-emotional skills; acquisition and use of skills and knowledge; increased percent of adults in supported employment who are working at minimum wage in integrated settings and number of hours worked per week. Decreased wait time for services	6 ⁴	22 providers
Medicaid Case Management	Services include the assessment, provision and oversight of Medicaid in-home personal care and ancillary care services which allow clients to choose to remain in their home or transition into a residential setting	5,253	103 FTEs	ADR clients remain in homes with appropriate long-term care services, rather than residential placement	15 ⁵	Direct Service
Aging & Disability Resource Center (ADRC)	Serves as the publicly recognized access point for those seeking information and assistance regarding long term care services; provides information, service referral assistance, client advocacy, eligibility screening, outreach, education, and options counseling	10,264 documented phone calls	13.66 FTEs	Increased access to programs Decreased caregiver burden of the unpaid caregiver	5 ⁶	Direct Service
Ombudsman	Provide advocacy for the resident, uphold the Resident Rights and resolve problems at the lowest level	1,148	5 staff and 15 volunteers	Problems are resolved; residents are aware of their rights	Ombudsmanager	Direct Service

³ GetCare/CLC; TCARE; ProviderOne; Agency Contracts Database; Health Home IT Systems

⁴ AWA; ADSA Reporting; ESIT DMS; CARE, Provider 1, Visual Vault

⁵ AIM Database; CARE Assessment; ACES; Barcode; Provider One; IP One; Secure Access Washington; QA Monitor; NeoGov; Workday; One Health Port; Prism; HAP Database; Care Compass; Flourish

⁶ GetCare; Barcode; ACES; CARE; TCARE

Key Findings and Opportunities

PCG identified the following key findings for the ADR Division:

1. The **Developmental Disabilities (DD) programs have been leaders** in implementing services that improve the lives of individuals with developmental disabilities by supporting the development of positive behavioral health, incorporating strategies for addressing behavioral health needs during service delivery, and identifying when a referral for expanded services is needed.
2. **ADR established quality and client outcomes that exceed the expectations of the State.** They are supporting these increased expectations through crafting new contract deliverables, providing more coordinated and targeted technical assistance, and increased targeted outreach to remote areas and underserved populations.
3. The **Aging and Disability Resource Center (ADRC), which is part of a nationwide effort, is designed to improve access by older adults and people with disabilities to services and supports that promote community living and personal choice.** Clients, family members, or friends can call one central phone number and speak with a case manager to obtain individualized, person-centered referrals and assistance to Department and county resources, services, and programs.
4. ADR lives its commitment to provide culturally appropriate services to the community by having a staff that reflects the various populations that make up Pierce County. **Staff speak 19 languages**, including Korean, Russian, American Sign Language, Vietnamese, Tagalog, and Samoan. Trends in population growth are tracked to ensure appropriate staffing based on population make-up. ADR recognizes that navigating the world as someone ages or wrestles with a disability is scary; having someone who speaks the language and knows the culture can help.

Below are detailed potential areas of opportunity for ADR:

COMMUNITY PARTNERS AND THE SERVICE ARRAY

Sixty-seven percent of *all* PCHS staff are in the ADR Division, and close to half of all staff are providing direct Medicaid Case Management services. While ADR is the AAA which makes them responsible for comprehensive and coordinated local planning, including evaluation and assessment throughout the region for gaps in service, that doesn't mean the Department is responsible for providing all of those services. In the ADR Division, there are presently several services that are contracted. Going forward, however, the ***Department can continue to review if there are community partners who are better positioned to provide that service at the same or better quality for a reduction in administrative cost for the Department.*** While smaller and/or newly established provider agencies often struggle to meet all State contract and program and service requirements, the Department has the opportunity to work closely with those agencies to develop their capabilities and provide technical assistance.

More specifically, there may be opportunities for the Pierce Accountable Communities of Health (ACH) to play more of a lead role (such as Home Health); this has the potential to make programs that are grant-funded more sustainable, improve the braiding of funding streams, and further develop community capacity.

TRANSPORTATION

ADR identified transportation as a major hurdle for the citizens accessing their services. The Pierce County mass transit system is not currently designed for seniors and individuals with disabilities (no seating at bus stops, bus stops not near medical/senior citizens, challenges with schedules). The department has shown creativity in the behavioral health arena through bringing the county to the customer. ***ADR can consider a similar transportation-focused approach for some of the work they either do directly or indirectly via:***

- Contracting with physicians who conduct home visits for more common appointments where comprehensive medical equipment isn't necessary.
- Contracting with ride sharing companies to transport individuals from their homes to a provider directly. While this option may not work for every customer, it could be a viable solution for individuals who are mobile and who don't need support physically or cognitively. A challenge with this second consideration is logistical since ride share companies use apps on smartphones and ADR's population doesn't have a high uptake of these devices. Case managers could be leveraged to help with some degree of coordination and payment.

BEHAVIORAL HEALTH PROGRAM

Overview

In the late 2000s, the county ended its involvement in behavioral health services, and the State of Washington hired an outside Managed Care Organization (MCO), Optum, to administer these services. Optum concluded its work at the end of 2018, as the state moved to an Integrated Managed Care (IMC) model for behavioral health. With this change, the county's role has evolved, and its involvement in two key organizations has allowed it to take on a leadership role without assuming the full responsibility of providing services:

“Providing leadership for a better behavioral health care system for our region.”— Behavioral Health Program

- **Integration Oversight Board:** Created by the County Executive's Office, this board allows the county to provide the same kind of oversight of the behavioral health system that the MCO was providing. It also ensures that the county has a leading role in managing the transition to integrated care while also helping to mitigate the risks that could accompany this transition.
- **Pierce County Accountable Community of Health (ACH):** A close working relationship with the ACH allows the county to help coordinate and incentivize activities that further the goals of the IMC model. Several members of county leadership are on the ACH board and they help ensure that the county, as a governmental entity, is able to align its resources and actions with these efforts. Funding for the ACH is provided by Medicaid and state general funds.

In addition to these organizations, Pierce County has a Behavioral Health Administrative Services Organization (BH-ASO), Beacon Health Options, which is responsible for behavioral health services for all individuals, regardless of insurance status or income level. As part of the IMC model, the BH-ASO also provides non-crisis services for low-income individuals with no insurance coverage. BH-ASOs contract with the state to provide these services on a regional basis; in the case of Pierce County, the county itself is a region.

Pierce County lacks the “1/10 of 1% tax,” a tax levy which serves as a dedicated mental health services funding stream that most other counties have. Due to this lack of additional funds, the county generally relies on Medicaid and minimal state dollars to fund behavioral health services. However, County general funds, \$750,000 and \$450,000, respectively are used to fund the Mobile Community Intervention Response Team (MCIRT) and the Mobile Outreach Crisis Team (MOCT) programs, which conduct outreach to those in the community with behavioral health issues that would otherwise interface with law enforcement or be inappropriately directed to an emergency room and connect them with case management and other services. The Trueblood program is funded for \$2,035,340 via a dedicated stream of state funding and is the product of a lawsuit against the state related to unconstitutional wait times for competency assessment and restoration services for those currently incarcerated who have a known or suspected mental health condition. The program provides both diversion programming and mental health and chemical dependency services for those currently incarcerated or reentering the community after incarceration.

All three programs are summarized in the table below.

	Program Overview	People Served in FY18 ⁷	Staff	Outcomes	IT Systems	Contracts/Direct Service
MCIRT	Serves community members with behavioral or physical health concerns who are contributing to unnecessary utilization of the 911 and crisis system	657	1 FTE and 1 Executive Leadership position	People engaging with this program have lower rates of engagement with the crisis system and law enforcement	EDIE/EPIC, the provider's own EHR, and ARC GIS	Contract
MOCT	Provides crisis services to those at risk of being taken inappropriately to the ED or at risk for law enforcement involvement; Designated Crisis Responders evaluate the need for an involuntary detention and treatment	—		—	None	Contract
Trueblood Phase II and III	Provides diversion programming and mental health and chemical dependency services for those currently incarcerated or reentering the community after incarceration	270		Those with mental health or chemical dependency issues are diverted from traditional criminal prosecution or the criminal justice system as a whole	Legal Information Network Exchange (LINX) and Automon, Inc.	Contract

Key Findings and Opportunities

Pierce County’s behavioral health programs operate differently than most other PCHS programs due to the oversight and guidance role the Department plays over the system. This role can serve as a model for other components of PCHS and in fact does share some similarities with the way that the Department’s homelessness programs are managed. Some key findings and areas of opportunity are presented in the table below.

COORDINATION	<p>The Department is involved in planning and leadership of behavioral health programming in a number of ways via the Integration Oversight Board and the ACH. This is a departure from the recent past and is a positive step towards linking community partners to the county’s goals and expectations for services to meet behavioral health needs. In order for this arrangement to thrive, the Department must ensure that community partners have the opportunity to innovate, attempt new solutions, and focus on service delivery. The ACH, in particular, provides a funding source to incentivize coordination across the behavioral health system. Part of the value of the Department’s role here is the ability to identify needs outside the immediate realm of behavioral health that can impact the system, such as affordable housing, and make or attract investments in those areas to provide support to the behavioral health system as a whole.</p> <p>Going forward, the Department should resist the urge to try to solve behavioral health problems on its own, rather, focusing on systems coordination and playing a supporting role to the systems already in place. In this way, the providers, who are best positioned in terms of knowledge and experience, can focus on the provision of services and spend less time seeking and competing for resources. In order for this role to be successful, the Department must commit resources at multiple levels, including both strategy and operations. The Behavioral Health Program, as currently organized within the Department, reports to both the Director of Human Services and the Senior</p>
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⁷ “People Served” and “Outcomes” taken from open.piercecountywa.gov as of May 24, 2019.

OUTREACH PROGRAMS

Counsel for Behavioral Health in the County Executive’s Office. Without the appropriate level of coordination, this type of reporting structure can lead to unclear or unmet expectations, duplicated information-sharing, and conflicting advice or direction. ***The Department should clarify leadership roles across the Behavioral Health Program and clearly specify responsibility for both strategic and operational leadership across the system.***

The Department currently funds two different outreach programs that are very similar in nature. MCIRT and MOCT are both intended to provide services to individuals who may be at risk of interfacing with law enforcement or hospital emergency rooms when a different kind of crisis response is warranted. Neither is operated by the Department, although the County Council does have a level of oversight over MCIRT.

The MCIRT program receives funding from the County General Fund, making its funding subject to year-to-year budgetary concerns, such as the strength of the economy or the needs of other programs. In order to ensure the sustainability of the program, ***the Department should look beyond the General Fund for other sources, and ensure that the program is properly coordinated with other efforts***, such as the state Health Care Authority’s value-based payment model of contracting. MCIRT is a low-barrier program has had success in meeting needs across the county, and additional resources can ensure stability for years to come.

MOCT is operated by a local hospital system and received additional county funding to expand the level of service available. However, it is not clear what, if any, impact these funds are having on the behavioral health or public safety systems. At present, there is no outcome data available to demonstrate what the Department is getting for its investment – performance measures, metrics, or even formal updates are lacking. The contract with the service provider contains only general expectations for program outcomes and lacks specific metrics for performance, and does not require much more than a quarterly report and a few pieces of aggregate data to be shared with the county every other month. Additionally, since this was an existing program operated by an outside entity when the county began providing funds, the Department has very little say over how the program is run. While the county is not funding the entire program and can’t expect full control over funds they are not providing, it is reasonable to expect some level of input over program activities related to the program dollars that the county is investing in MOCT.

The Department should consider a better way to coordinate the outreach programs that it currently funds. This could involve creating a formal way to engage with the MOCT provider, either via:

- the existing contract;
- a new contract with additional performance measures and reporting requirements;
- an oversight Board; or
- another mechanism that better suits the Department’s needs.

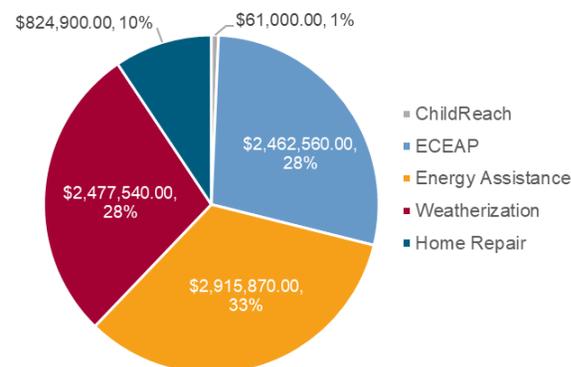
This engagement should include the creation of expected outcomes, regular reporting of key indicators, and a way to measure the impact of the county’s investment in this program. The Department could also reconsider its current allocation of funding, ensure that there is no duplication of funding or effort across these programs, and that its limited funds are being used as effectively and efficiently as possible. This may result in the Department shifting funding from MOCT to MCIRT. ***Another option would be to shift oversight for outreach services to a***

	<p>community provider or the ASO who can help determine how best to utilize county funding to attain the Department's desired outcomes. This would allow the county, through its leadership roles in the ACH and Integration Oversight Board, to help guide the way that these funds are allocated without being directly involved in program management.</p>
<p>PUBLIC SAFETY</p>	<p>All three of the current behavioral health programs that the Department funds or oversees intersect with law enforcement and public safety, which fall outside of the purview of the Human Services Department. In many cases, public safety agencies may be receiving significant benefits from these programs, in terms of reducing the number of interactions with those in crisis in general, and in reduced rates of arrest and incarceration. The county jail itself is a major provider of mental health services, although these services fall under the leadership of the Sheriff, who has oversight over the Pierce County Detention and Corrections Center.</p> <p>Since it is difficult to quantify the benefits that accrue to public safety agencies, the county may not be able to generate the level of support for these programs that they deserve, nor capture the true financial impact of them across all county agencies and systems. In order to better capture this information, and to build a better case for additional investment in services that address behavioral health concerns, the county should ensure that law enforcement and public safety agencies come to the table to be involved in planning and leadership activities.</p> <p>Metrics or performance measures should be created and tracked to capture the impact of these services on public safety agencies, so that the proper data can be captured and shared by community partners. This will also allow the Department to frame behavioral health issues as a public safety matter, which may help build public support for additional services as well.</p>

COMMUNITY ACTION

Overview

The Pierce County Council designated the Department as the Community Action Agency for Pierce County in 1971. The Community Action Program has 39 full time employees (three exempt and thirty-six non-exempt) to help to promote emergency and self-sufficiency programs



targeted at the nearly 67,000 Pierce County residents with very low household incomes outside the city limits of Tacoma. The goals of the program are to help and encourage children and youth, support the working poor, support the poor facing crisis, sustain and honor the elderly, strengthen the whole family, and strengthen the whole community. The 2019 budget is funded through federal (Community Services Block Grant, Community Development Block Grant, Department of Energy, Bonneville Power Administration), state (Department of Children, Youth, and Families), tribal, and public utilities (power companies) dollars. The chart at left identifies the amount of funding each program receives of the total \$8.7 million that comes to Community Action from these sources. The programs that comprise

“We work hard to stay up-to-date on the latest best practices to empower low-income individuals and families to achieve self-sufficiency. We are committed to strengthening, promoting, representing and serving our communities to assure that the issues of poverty are effectively presented and addressed.” –CAP

Community Action are summarized in the table below.

	Program Overview	People Served in FY18	Staff	Outcomes in FY18	IT Systems	Contracts/Direct Service
ChildReach	Partners with the Puyallup Tribe Birth to Six Program to provide developmental screenings to Tribal children age birth to six	152 children 207 screenings	0.60 FTEs	Children and parents have the tools to address child’s developmental concerns	Excel and Workday	Direct service, Sub-contractor
Early Childhood Education and Assistance Program (ECEAP)	Ensures all Washington children enter kindergarten ready to succeed	2019 YTD: 339 children and families/guardians	23.06 FTEs	Higher outcomes in cognitive, language, literacy, math, physical, and social emotional domains	4 ⁸	Direct service, Sub-contractor inside and outside city limits of Tacoma
Energy Assistance	Provides assistance to income eligible Pierce County residents outside the city limits of Tacoma in paying heating bills directly to utility companies	6,911 household 17,329 individuals	6.23 FTEs	Reduce the heating burden of clients, restore power within 48 hours	5 ⁹	Direct service
Weatherization	Provides air quality, combustion safety tests, and health measures to homes	46 homes 101 individuals	5.48 FTEs	Reduction in home energy usage and improved indoor air quality	4 ¹⁰	Direct service
Home Repair	Provides home repairs to income eligible populations in the form of a grant	Repaired 168 homes, 263 individuals	2.12 FTEs	People are able to safely stay in their homes longer	CDM and Workday	Direct service

⁸ Early Learning Management Systems (ELMS), Teaching Strategies Gold (TSG), Child Plus, and Workday.

⁹ Washington State LIHEAP database, Active Telesource phone system, Tacoma Public Utilities System, PSE Avertra System, and Workday.

¹⁰ Internal Community Development Manager (CDM) database, Washington State Weatherization Information Data System (WID), Puget Sound Energy Low Income Weatherization system (LIW), and Workday.

The Community Action Programs developed recommendations for their 2018-2021 Strategic Plan; the Strategic Plan is centered around participating and engaging with the community. This provides them with the opportunity to start building community capacity and will allow the Department to be a strategic partner in meeting the needs of Pierce County residents. Some examples of projects from this planning process have already started, including kicking off Transportation and Weatherization pilot programs, participating in “The Futures Project” to build skills on utilizing outcome data for program improvement, and helping organize and participate in the Pierce Together for Kids Initiative where they provided information on how the Department can support and collaborate with stakeholders.

Key Findings and Opportunities

Over the years, the number of community partners Community Action collaborates with has been steadily increasing. Community Action Programs are trusted to deliver high-quality, comprehensive services efficiently and effectively to vulnerable, high-need populations. There are three counties in Washington that are designated Community Action Programs: Pierce, Snohomish, and Clark. Currently, Pierce is the only county that is providing direct services for all of their programs (Energy, Weatherization, Home Repair, and ECEAP). Snohomish County provides direct services for all Community Action Programs except ECEAP/Early Head Start and Clark County contracts out all their programs. For those services that have been contracted out, the counties are striving to become system-builders by developing capacity in nonprofits and helping funders leverage additional dollars. The contracts Pierce County’s Community Action Program receive from outside agencies allow the Department to assign their services to community partners. All of our findings and opportunities below center on the County considering ways they can leverage existing or develop new relationships to transition direct services to community partners.

DIRECT SERVICE OVERLAP

In 2018, the Community Action Programs conducted their Community Needs Assessment to “identify the strengths and resources available in the community to meet the needs of children, youth, and families.”¹¹ Through this assessment, the division identified all of the services Community Action Programs provide in Pierce County and the organizations that are administering them. **Currently, there are three separate organizations and local governments that offer Community Action services to residents of Pierce County, inside and outside the city limits of Tacoma.** Pierce County delivers services to individuals outside the city limits of Tacoma and the City of Tacoma’s Metropolitan Development Council (MDC) provides services inside the city limits of Tacoma. In addition, the Multi-Service Center, created in 2010, provides low-income housing to residents in

	MDC	PIERCE COUNTY	MULTI-SERVICE CENTER
Energy Assistance	■	■	
Weatherization	■	■	
Minor Home Repair		■	
Affordable Housing		■	■
ECEAP		■	
ChildReach		■	
Job Training/Placement	■		
Mental Health	■		

urban and rural areas of Pierce County.

The figure at left shows the services MDC, Pierce County Community Action, and the Multi-Service Center are providing throughout Pierce County. The 2018-2021 Community Action Strategic Plan includes a recommendation that these three agencies should meet, which is the first step in building those relationships.

¹¹ Pierce County Human Service Community Action Program’s Community Needs Assessment, 2018.

	<p><i>With this duplication of the same services across similar populations, the Department should consider ways they can work on behalf of taxpayers, and all citizens, to leverage outside dollars and work together with the City of Tacoma and/or Multi-Service Center to streamline access, better align service delivery and save dollars.</i></p>																														
<p>ENERGY AND WEATHERIZATION</p>	<p>The Energy Assistance program staff noted that they were often referred to as experts in their field and funders routinely asked them to pilot different initiatives. The program supervisor has even helped train MDC staff and has assisted with outreach for the City of Tacoma’s Community Action Program.</p> <p>Not every county’s Community Action Program provides energy and weatherization services and there are ways to continue ensuring these services are done accurately, timely, with integrity and according to state/federal requirements while not necessarily providing them directly using county employees. Currently, PCHS staff are in direct contact with clients and perform various duties such as, eligibility and benefit determination, home audits, and retrieve energy applications. In addition, out of the thirteen power utility companies in Pierce County, the PCHS Community Action Programs works with six of them. <i>The Department should consider whether there is potential to leverage an existing relationship (or develop a new one) to build the capacity of community providers to determine if this program can be fully contracted out.</i></p>																														
<p>ECEAP</p>	<p>ECEAP is a state-wide program administered by the Washington Department of Children, Youth, and Families (DCYF) that contracts with 53 agencies, school districts, tribes, and local governments to provide early education services. Currently, Pierce County Human Services’ ECEAP operates within and outside of the city limits of Tacoma, located at seven sites in six school districts (see chart at right). In addition to these subcontractors, PCHS’ ECEAP provides direct services to children and families in the schools. They also serve in areas where school districts have chosen not to offer the program, which includes small or rural schools. Most counties in the state of Washington offer ECEAP programs through community providers (school districts or non-profit agencies). For example, Snohomish County contracts out their slots to 15 subcontractors (school districts, tribal organizations, non-profits, and a community college) over 22 sites.¹²</p> <p><i>With ECEAP having county staff who provide direct services, which directly benefit the schools, the Department should explore whether there is an opportunity to contract those services to the schools or non-profits both within and outside the city limits of Tacoma. Although some schools have chosen not to participate in ECEAP, the Department should reassess those schools’ willingness to participate and administer ECEAP themselves (with PCHS Community Action’s support and monitoring).</i></p> <div data-bbox="1081 808 1974 1193"> <p>ECEAP Subcontractors in Pierce County (Number of Slots and Percentage)</p> <table border="1"> <thead> <tr> <th>Subcontractor</th> <th>Number of Slots</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Pierce County Human Services (6 districts)</td> <td>300</td> <td>20%</td> </tr> <tr> <td>Bethel School Districts</td> <td>268</td> <td>18%</td> </tr> <tr> <td>Clover Park School District</td> <td>342</td> <td>23%</td> </tr> <tr> <td>Franklin Pierce School District</td> <td>102</td> <td>7%</td> </tr> <tr> <td>Peninsula School District</td> <td>71</td> <td>5%</td> </tr> <tr> <td>Child Care</td> <td>158</td> <td>10%</td> </tr> <tr> <td>Chief Leschi</td> <td>20</td> <td>1%</td> </tr> <tr> <td>Bates Technical College</td> <td>221</td> <td>15%</td> </tr> <tr> <td>Tacoma Community College</td> <td>20</td> <td>1%</td> </tr> </tbody> </table> </div>	Subcontractor	Number of Slots	Percentage	Pierce County Human Services (6 districts)	300	20%	Bethel School Districts	268	18%	Clover Park School District	342	23%	Franklin Pierce School District	102	7%	Peninsula School District	71	5%	Child Care	158	10%	Chief Leschi	20	1%	Bates Technical College	221	15%	Tacoma Community College	20	1%
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¹² Interview with Human Services Director and ECEAP Outcomes Report: <https://snohomishcountywa.gov/DocumentCenter/View/52915/OUTCOMES-REPORT-ELD-2016-2017>

COMMUNITY SERVICES

Overview

Pierce County’s Community Services Division includes a number of programs that support low income households and populations with special needs, such as the homeless, those with disabilities, young people, and older adults. These programs support the division’s mission by offering support for the development of affordable housing, providing leadership and planning for homelessness services, funding and planning for services to help those in need of transportation, and contracting with providers to support violence prevention programs. Although many of the division’s services are administered indirectly via contracted agencies, in several areas the Department has taken a leadership role and has encouraged and developed innovative new practices, particularly in the world of homelessness services. The division is staffed by 19.92 FTEs, including county employees who staff the Pierce County Community Development Corporation (PCCDC), the non-county entity which provides loans under the affordable housing programs.

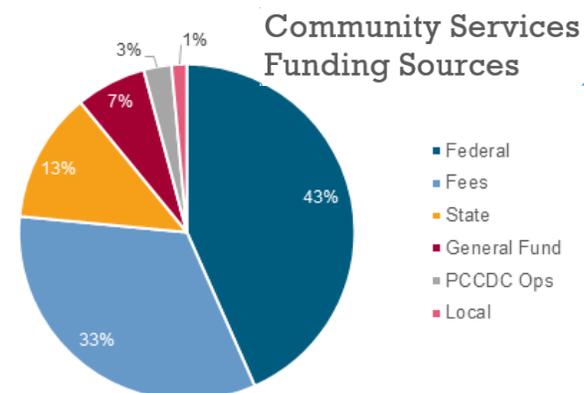
	Program Overview	People Served in FY18	Staff	Outcomes in FY18	IT Systems	Contracts/ Direct Service
Affordable Housing – Direct	The program provides Homeowner Rehab Loans and Homebuyer Assistance Loans. They also do housing inspections.	1,534	5 FTEs reporting to Supervisor	Homeowners can remain in their houses and obtain funds for needed renovations	Community Development Manager (CDM) and HQS Inspection Software Gilson	Direct
Affordable Housing – Indirect	This program provides loans for Affordable Housing Preservation and Development	—	5+ FTEs reporting to Supervisor	201 Affordable Housing Units created	CDM and HUD IDIS Database	Contract
Community Development Block Grant (CDBG)	Provides federal funding for public services such as food banks and housing, as well as capital projects, such as sidewalks and infrastructure	281,189	3+ FTEs, including Supervisor	Provided basic need, services, and access to housing for hundreds of thousands of low-income and homeless County residents	Workday and HUD IDIS Database	Contracts
Homelessness	This program provides diversion services, emergency shelters, transitional housing, rapid rehousing and permanent supportive housing.	8,291	8 FTEs, including Supervisor	Individuals and families at-risk of or experiencing homelessness secure housing, rapid re-housing, or shelter services	g ¹³	Contracts with 17 community providers who deliver 59 projects
Transportation	Provide services via Beyond the Borders (BTB) and Mobility Management (MM)	7,862	2+ FTEs, including Supervisor	Clients obtain transportation to important appointments or other engagements. The County connects with citizens to support transportation planning.	MS Excel	Contract
Violence Prevention	Prevention or elimination of violent behavior in, among, or towards children and youth who must live in unincorporated Pierce County	20,725 youth and families	3+ FTEs, including Supervisor	Clients improved parent-child relationships, and reduce risk factors for violence and re-offending	Excel and Workday	Contract

¹³ HUD Continuum of Care (CoC) Program Applications and Grants Management System (Esnaps), HUD Line of Credit Control System (LOCCS), HUD SAGE HMIS Reporting Repository, HUD Homelessness Data Exchange (HDX), ServicePoint (HMIS), Counting Us Application, Housing Quality Standards (HQS) Inspection request portal, Tableau, CivicPlus, and Microsoft SQL Serve

Key Findings and Opportunities

Community Services boasts the department’s largest budget, garnering \$32M from these sources, divided among the five programs:

- Affordable Housing: \$ 7,568,240
- CDBG: \$ 4,834,270
- Homelessness: \$ 17,008,310
- Transportation: \$ 894,090
- Violence Prevention: \$1,807,545



Funding for the programs in the Community Services Division comes from a variety of sources, with the largest being the federal government. The chart at right indicates the percentage of funding that comes from each source. The following table highlights some key findings and opportunities for the division.

<p>VARIETY OF SERVICES</p>	<p>The Community Services Division administers a wide array of services spanning the entire spectrum of human services. Some of the services are related, such as homelessness programs and affordable housing development, while others (e.g. Transportation and Violence Prevention) are minimally linked to one another. This variety is sometimes caused by funding; in many cases, the county is the only eligible grantee, or has created a structure where it is the lead agency for multiple providers or agencies. PCHS plays an indirect role in the less linked services, contracting out to community partners. An advantage to this role is that it allows the county to provide leadership, support providers, and bring its institutional knowledge to the table. A challenge is that it does not reduce the amount of knowledge about the funding mechanisms, services, and required outcomes necessary to ensure that services are delivered effectively. Wherever possible, the Department should look to group or consolidate oversight and management of like services, so that the advantages of someone having a broader view of the system are not offset by the challenges inherent in learning the details of a disparate set of programs.</p>
<p>COORDINATION</p>	<p>The Division has important leadership roles in the homelessness services community and with the transportation program. The county has served as the lead entity in the HUD Continuum of Care that includes the county, the City of Tacoma, and the City of Lakewood, for over 20 years; the current title for the county’s role is “Collaborative Applicant.” In this role the Department has helped manage the transition to a Coordinated Entry/ Housing First system and has done so in such a way that they have become a national model for homeless crisis response systems. This level of coordination was possible because of the Department’s efforts to improve communication, develop trust, and nurture strong partnerships. It also allowed them to work with providers and stakeholders to create performance measures that incorporate federal, state, and local expectations for programs outcomes.</p> <p>The Transportation program is also at the heart of a county-wide coordination effort to identify needs and gaps in the county’s transportation system. Through the Mobility Management coalition, the county has done significant work in recent years to help build a plan to close those gaps. The Department could look to these two programs</p>

	<p><i>as models of the way they can become involved in shaping the delivery of services while maintaining an indirect role.</i></p>
<p>FUNDING SOURCES</p>	<p>As noted above, the Community Services Division relies on a variety of funding sources. Several of these sources are unique to this division and leave the division vulnerable to reductions in grant funds or a downturn in the economy. Homelessness programs are already bracing for the impact of the end of grant funding from the Gates Foundation. While the economy remains strong, a future downturn that leads to increased numbers of homeless individuals, combined with this reduction in funding, could put additional pressure and strain on the system. Similarly, some Affordable Housing programs rely on loan repayments to fund additional services. A downturn could reduce the number of people able to maintain these repayments and impact the level of services that may be provided in the future.</p> <p><i>One consideration is for the Department to look to other divisions and departments that may benefit from these programs to contribute funding and look to any other opportunities to bring in additional funds to offset a potential downturn.</i> For example, homelessness programs (and behavioral health programs) help reduce the number of interactions that law enforcement and public safety agencies may have with individuals in crisis. Investments by these agencies in less-intensive services and programs up front could reduce their overall costs as data shows that the costs of incarceration and medical treatment are generally higher. This would also contribute to increased integration of services across the county's systems of Human Services and Public Safety. The PCCDC, as a non-profit, non-governmental agency, could also seek additional sources of funding, either through grants or other program management or program administration dollars. While that funding may not be able to directly fill the gaps created by a reduction in loan repayments, it would help both the agency and the county expand its footprint and its role in providing affordable housing in the communities it serves.</p>

VETERANS' SERVICES

Overview

A veteran, as defined by the United States Department of Veterans' Affairs (USDVA) is a person who served in the active military, naval, or air service, and who was discharged under conditions other than dishonorable.¹⁴ In Fiscal Year 2018, there were a total of 18 million veterans living in the United States. Going back to the start of US involvement in World War II in 1941, many counties and states have had a multi-generational veteran population. Pierce County, however, looks quite different from other counties in the Pacific Northwest. It is the only Washington county projected to have an increasing veteran population, and unlike most counties, Pierce's veterans are primary Gulf-Era (1990-present), instead of older veterans. By 2024, the county is expected to have the largest veteran population in the entire Pacific Northwest. The county is home to several military installations including Joint Base Lewis-McChord and Camp Murray.

"The mission of Veterans' Assistance Programs is to administer the Veterans' Assistance Fund as mandated by State Law to provide emergency relief to qualified indigent veterans residing in Pierce County and, in partnership with other organizations, act as a central collation point for the veteran community to assess needs, evaluate programs, and avoid duplication of services to all veterans." — Veterans' Services

In 2016, what was formerly a stand-alone agency known as the Veterans' Bureau became the Veterans' Services Division, one of six divisions within Pierce County Human Services. Currently the division, which had been without leadership for four years, has a new supervisor. The division has 4.35 allocated FTEs (but is in the process of adding 2 contract positions) and is primarily focused on two service areas: Emergency Relief (Veterans' Assistance) and Incarcerated Veterans (Court/Jail Programs), as authorized by Revised Code of Washington (RCW) 73.08 and Pierce County Code (PCC) 8.98, respectively. In addition, the division is moving forward with a partnership with Washington Department of Veterans' Affairs (WDVA) to add a Veterans' Service Officer (VSO) position(s) to assist veterans with applying for and obtaining federal veterans' benefits. Details about the current programs and who they serve can be found in the table below.

	Program Overview	People Served in FY18	Staff	Outcomes	IT Systems	Contracts/Direct Service
Emergency Relief (Veterans' Assistance)	Assess eligibility for assistance, fill the request, review, and issue a voucher. Referrals to other agencies are also provided	968 (FY18) 1,112 (FY 17)	2 FTEs	Number of clients served compared to regional demographics and vouchers issued	Bell Data	Direct
Incarcerated Veterans (Court/Jail Programs)	Meet with veterans going through the Court system who are interested in therapeutic court; if chosen, the veteran will meet with mentors regularly	150 (FY17)	1 FTE + Volunteers	Recidivism has been nearly halved	A court database	Direct

Note: The Division also provides burial services for a small number of individuals a year as well as a Recovery Café and Resource Fair.

Funding for these programs comes from a share of the local property tax, as authorized under Chapter 73.08 RCW. State law requires each county to collect a veterans' service tax of at least one and one-eighth cents (0.00125) per thousand dollars of assessed valuation. In FY18, this fund provided \$1,296,950.

¹⁴ <http://www.gpo.gov/fdsys/pkg/USCODE-2011-title38/pdf/USCODE-2011-title38-part1-chap1-sec101.pdf>

Key Findings and Opportunities

The projections for county veteran population for 2024 and prevalence of military installations in the county combined with the military backgrounds of the County Executive and several members of his management team have led the county to put a focus on expanding services to meet the increasing needs of veterans. In September 2018, PCHS leadership conducted a study that identified roughly 17 recommendations for improving services to veterans. Division leadership has ambitious goals with a three-phase plan to add additional staff, conduct a Veterans Summit, begin an extensive outreach campaign, onboard a VSO program, and develop coalitions and community partnerships by spring, 2021. The detailed timeline can be found in Appendix A. While PCG did not seek to replicate this study, we are in alignment with and/or build on the study's recommendations in our key findings and opportunities, detailed below.

<p>COORDINATION</p>	<p>In both the study referenced above as well as during PCG interviews, leadership noted that a majority of clients receive services from other veterans' organizations. While a range of services are available, the system of veterans' services in Pierce County is noted as currently very fragmented. Each service provider has its own mission, objectives, population focus, policies, eligibility requirements and application process. For indigent veterans and families, this system is a baffling maze to access and navigate and places too much burden on the veteran to provide follow-through and to seek out resources to meet their needs. With the current state of disconnect between veterans' services, the veteran is often given a list of services available and is then responsible for seeking assistance from a myriad of providers, including the county.</p> <p><i>In an effort to reduce the burden on veterans to access a complex web of services, the Department should consider a role in aligning veterans' services in the county.</i> Opportunities include:</p> <ul style="list-style-type: none"> • <i>Reviewing the role the Department should play.</i> The Department should consider if they are best suited to serve in a coordinating role or if it should be working with and supporting another veteran-serving agency. • Building on the recommendation in the report to conduct a gap analysis, PCG would suggest going one step further and <i>setting up an ongoing cycle of review, change implementation, and assessment</i> to ensure that system-wide gaps are identified as quickly as possible, and that the County can update services to meet emerging needs. • <i>Exploring co-location with other veterans' services,</i> such as WDVA offices, Tacoma Vet Center, and/or others. 									
<p>PROGRAMS AND WORKLOAD</p>	<p>As detailed above, the division manages two primary programs.</p> <ol style="list-style-type: none"> 1. For the Veterans' Assistance program, the number of applicants runs between 80-100 a month based on numbers from the last year, with work shared among the two staff. <i>This means that the staff are serving roughly 2 veterans each per day with voucher issuance.</i> In addition, more than half (56%) of veterans are receiving financial assistance more than once in a year (see pie chart, at right). 2. For the Incarcerated Veterans programs, these are run inside of the court system and primarily serve the court. As noted in the 2018 <div data-bbox="1451 1084 1961 1430" style="float: right;"> <p>Veteran's Assistance Clients</p> <table border="1"> <caption>Veteran's Assistance Clients</caption> <thead> <tr> <th>Client Type</th> <th>Count</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Unduplicated Clients</td> <td>492</td> <td>44%</td> </tr> <tr> <td>Duplicated Clients</td> <td>620</td> <td>56%</td> </tr> </tbody> </table> </div>	Client Type	Count	Percentage	Unduplicated Clients	492	44%	Duplicated Clients	620	56%
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	<p>Recommendations Report, “<i>this arrangement fails to achieve the Veterans Division core mission (of providing support to indigent clients).</i>” One consideration for the Department would be transitioning responsibility for jail programs (organizationally and financially) to the courts, so that they can have more ownership and management of it using their resources to support their goals.</p> <p>Presently the county is considering moving to a VSO model, an opportunity that — in addition to the substantial financial value it brings for veterans and the community as well as the reduction in what are reported to be long waiting lists with providers and other counties — brings substantial opportunities to coordinate with and support the Veterans’ Assistance program. A VSO program can give veterans access to a more stable financial source, using federal dollars, that they are entitled to through their service to our country. This would reduce veteran dependence on the Veterans’ Assistance program and allow the program to help more veterans overall.</p> <p>When thinking about how a VSO program is run, the most viable, sustainable, and cost-effective option for this could include embedding contractors (such as state WDVA staff) in a county or other location where veterans are already seeking services. Any contract or SOW can include prioritization of certain groups, such as indigent veterans, and can ensure those individuals are served timely (given wait times of 2-4 months other organizations and counties have seen) and work is done in alignment with the core mission of the division.</p>
<p>OVERSIGHT</p>	<p>RCW 73.08.035 requires that all Washington counties establish a Veterans’ Advisory Board to advise the legislative authority on the needs of the local indigent veterans, the resources available to local indigent veterans, and programs that could benefit the needs of the local indigent veterans and their families. In addition to receiving advisory and oversight services from the Veterans’ Advisory Board, the Programs Supervisor also reports to two managers: the Human Services Director and the Executive Veterans’ Advisor. Managing multiple bosses in a more matrixed structure, within a traditional hierarchical organization, requires careful skill and isn’t ever easy. This type of reporting structure requires significant time and energy spent managing expectations, duplicating information-sharing, addressing potential conflicts, and coordinating conflicting advice or direction.</p> <p>To ensure that program leadership is aligned with the county’s strategic directions for veterans and has the time to pursue those strategies, one opportunity would be to reduce the reporting structure, so as to ease the burden of managing up for the Programs Supervisor.</p>

FINANCE AND COST ALLOCATION PLAN(NING)

Overview

A core support function, the Human Services Finance Division includes 15.8 FTEs. Their goals are to provide financial and administrative services to each division within the Department. This includes accounting, budgeting, timekeeping, purchasing, monitoring, and other HR/IT supports. The division also responds to direct requests from other departments and citizens for ad hoc data. More specifically, these staff support the 220 PCHS staff, county staff, program funders, service providers, auditors and monitors, and (equally importantly) taxpayers through the following responsibilities:

“We support the Department's mission by working to ensure all of Pierce County has equitable access to community-based services that respect each person's unique experience. We do our best to maintain the level of funding needed to support the program's work by complying with fiscal requirements and deadlines.” — Finance

- Preparing and monitoring the budget, including overseeing the budgeting process.
- Processing vouchers and assistance payments
- Providing fiscal monitoring
- Providing financial data and support
- Conducting General Accounting duties
- Submitting claims for reimbursement
- Developing and maintaining of the Department's Cost Allocation Plan (CAP) process.
- Purchasing and procurement
- Directing new employee orientation
- Responding to public records requests
- Timekeeping and workload studies
- Completing ad hoc projects for the Director's Office

Over the last three years, they have embarked on several initiatives that are aimed at streamlining and improving processes within the division as well as enhancing communication about key finance processes with the Department:

Year	Initiative
2018	Raised levels of awareness of administrative dollar shortfalls within the Department
2018	Created a new employee orientation (almost complete)
2017	PCARD purchasing – significant increase in usage of credit cards for purchasing which saves the Department and county money
2017	Streamlined the cost allocation plan to reduce the level of complexity and identify administrative costs in the department
2016	Paperless invoicing and payment process to save paper, time, and money. 75% of vendors now receive payment through ACH

Key Findings and Opportunities

The Finance Division, as opposed to other Human Services units, is primarily focused on serving internal clients such as staff and auditors. However, the work of this division has a significant impact on the way that services are provided to external clients, and the quality and impact of those services. The key findings and opportunities detailed in the chart below are intended to help the Finance Division support the work of the department's programs by making more time and funds available for the people served by these programs.

CAP DEVELOPMENT AND MAINTENANCE

Finance staff noted and PCG determined through our review of the CAP and supporting documentation, that the process of maintaining the integrity of the CAP is "extremely difficult." In an effort to improve the process as well as come into compliance and alignment with best practices for cost allocation planning, PCG has detailed below opportunities/recommended changes.

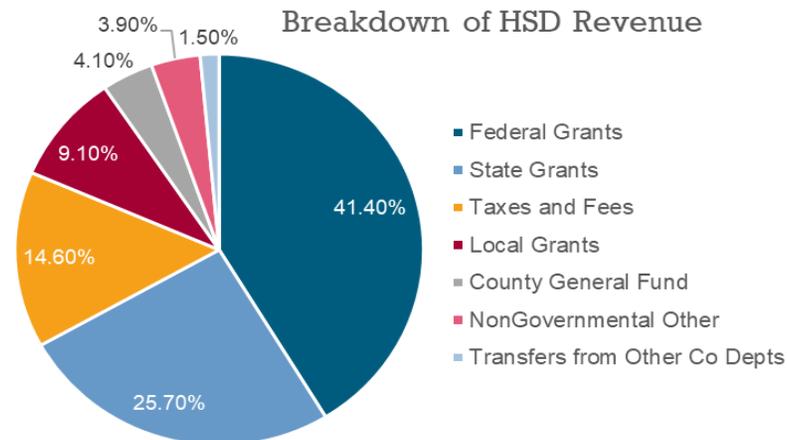
Streamline Details and Supporting Documents. The CAP narrative includes details that are not required in the CAP narrative, and that may be adding to the administrative burden by necessitating the Department to continually update extraneous details. The Department could streamline the CAP narrative by removing the funding source, staff position titles, and number of positions within each cost pool - none of which are required in the CAP. In addition, the current CAP narrative does not effectively describe the various cost pools or staff functions, and subsequently a reviewer cannot understand the allocation methods within organizational units of the department.

Update CAP Processes to Meet Requirements/Best Practices. Cost allocation must be based on contemporaneous statistics. Several cost pools are allocated "based on two months prior data". The Department should revise allocation methodologies to ensure that current costs are being allocated based on current statistics (see ASMB C-10, Attachment B, Select Items of Cost. Question 3-23). When contemporaneous statistics are not used, the County should continue its current practice of referencing non-contemporaneous statistics in the CAP narrative so that reviewers understand when non-contemporaneous statistics are used. Some CAP elements required by federal regulations are not included in the current narrative. PCG provides a summary of Title 2 CFR 200 public assistance cost allocation plan requirements below.

- An organizational chart showing the placement of each organizational component (in reality, it will be functional charts of the entire department).
- A listing of all federal and non-federal programs performed, administered, or serviced.
- A description of the activities performed by each organizational component and, where not self-explanatory.
- An explanation of the benefits provided to federal programs.
- The procedures used to identify, measure, and allocate costs to each benefitting program and activity, including activities with different federal financial participation (FFP) rates.
- The estimated cost impact resulting from proposed changes to a previously approved Plan.
- A statement stipulating that wherever costs are claimed for services provided by a governmental agency outside the Public Assistance (PA) agency, they will be supported by a written agreement which includes, at a minimum, the specific service(s) being purchased, the basis upon which the billing is made by the provider agency, and a stipulation that the billing will be based on the actual costs incurred.

**ADMINISTRATIVE
BURDEN ON
PROGRAMS**

The funding sources for PCHS programs are shown on the chart below. Most of Human Service’s funds comes from federal and state sources, and all of the funding for the department is tied to a specific source; **the county provides no discretionary funds for Human Services**. One common frustration that current staff and leadership shared, including Finance staff, is that they struggle with burden of funding the administration of programs (“administrative burden”). For some funding sources as much as 50+% of their administrative funding goes back to the county. As a result of this, programs are stretched thin — impacting service delivery — and leadership often provides support for programs from which they are getting little to no reimbursement. PCG has identified the below opportunities to improve this:



Create a Funding Hierarchy. The Department should establish a funding hierarchy, where un-capped federal entitlement funds are at the top of the funding hierarchy, and grant funds are expended next, and state/local funds are expended last. For example, it is in the Department’s best interest to identify and allocate all allowable Medicaid administrative costs to Medicaid.

Update Methodology. The Department’s current methodology for the Human Services Administrative Cost Pool (HSAD) uses a weighted allocation methodology that is based on an average of calculated head count, contract count, transaction count, and total expenditures. PCG advises against using the weighted calculation for the HSAD cost pool, as the methodology is adjusting the final allocations to each program from what would have been allocated by a standard headcount methodology. Furthermore, it may be beneficial for the Department to discontinue the weighted HSAD methodology. Allocating by a head count will capture an appropriate level of the Director’s Office administrative support provided to the Aging and Disability Resource Center Cost (INAA) and ADR Family Caregiver Cost (FCGP) pools, where un-capped federal funding (i.e., Medicaid administration at 50% FFP) opportunities exist. Using a true head count methodology would require the Department to restructure the CAP to be based on organizational function, so that staff functional units would outline all programs supported by each staff group.

Reorganize to More Directly Tie People to a Funding Mechanism. Finance should reorganize the CAP format to be structured by organizational function, which will allow the Department to identify discrete staff functions and tie each function to an appropriate allocation methodology. Creating discrete functional cost pools in the CAP narrative will increase the Department’s compliance and potentially increase federal reimbursement as administrative costs are more clearly identified and described in the CAP narrative with a distinct, accurate allocation methodology to all benefitting programs. A functional CAP structure will allow the Department to develop cost allocation methods to allow costs to flow from higher level units (such as supervisors or managers) down and across lower level cost pools that they support.

Ensure Award Maximization. PCG and PCHS Finance discussed the Pierce County Central Service Cost Allocation Plan and agree that the allocation methodologies are correctly allocating central services costs to PCHS. Human Services cannot decrease

	<p>allocations from the Central Service Cost Allocation Plan; thus, the Department should maximize expending awards with high administrative dollar caps so maximize the administration funds they receive. To this end, Department Finance should prioritize working towards developing a funding hierarchy that identifies awards with the highest administrative caps, which are the Department's greatest opportunities to maximize charging allowable administrative dollars to awards rather than county general funds. In addition, the Department's review should include actual expenditures of each award, which can then be cross-referenced against the allowable administrative dollars to identify opportunities where Human Services can increase award draw-down in order to recoup more allowable administrative dollars.</p> <p>Pursue Medicaid Administrative Claiming. There is a potential to receive Title XIX administrative reimbursement for PCHS costs of supporting allowable Medicaid administrative activities, such as monitoring Medicaid contracts or providers, referring clients to Medicaid services, etc. Medicaid administrative claiming would require a new agreement with state DSHS, and a methodology to appropriately capture staff effort on Medicaid administrative activities (such as time tracking).</p>
<p>PROCESSES</p>	<p>Finance staff also noted that several primary business processes, in addition to maintenance of the CAP, cause them a great deal of stress, challenge, and effort on a monthly basis. In addition, the absence of documented processes and procedures makes it difficult to ensure continuity during staff absences and ensure integrity of the process as well as the ability to cross-train staff. One opportunity would be for the Department to engage in a thorough review and mapping of current processes (and subsequent updating of all processes and changes), to identify duplication of efforts, waste in the process, redundancy, confusion and consistency issues, including for the following activities:</p> <ul style="list-style-type: none">• Financial Data Modeling. Any review should strive to remove duplication and simplify it to make it easier to ensure that when staff run reports, they are capturing all of the data needed to accurately review the revenue and expenditures.• Budget Development Process. The current process is both cumbersome and lacking in transparency for divisions. For example, staff shared that there is minimal transparency and consistency between departments, regarding how central services costs are assessed. In addition, the tools could be simplified to remove some of the complicated macros/formulas that make it difficult to manage and the process to change budget defaults could be simplified.• Workday. Staff and leadership find this system challenging, given that it was not designed for grants and government programs. In addition, basic training and documentation of procedures could help improve some of the struggles staff have with inputting information and retrieving reports, as well as basic functionality of the system.

CONTRACTS AND GRANTS

Overview

Pierce County Human Services receives funding from a variety of sources, including state and county general funds. Funds may be passed through from state agencies or received directly from vendors or organizations (e.g., Bonneville Power Association). Funders can restrict how funds can be used and if PCHS is able to assign or subcontract the funds or services.

FUNDING SOURCES

In their December 2018 CAP, PCHS identified roughly 45 different funding sources that help make up their annual operating budget. ***With the exception of funds received for Employment and Day Program Services, which require that the administration of the Developmental Disability Program be kept within the county***, PCHS is able to assign out all of their funds to another agency. All grants except those outlined in the table below require written request and approval prior to this assignment. Appendix B contains a table with program requirements for all funding sources.

Program Area	Number of Contracts	Total Dollar Value
<i>Homeless Document Recording Fees</i>	Housing and Homeless Fund, Community Action Fund	No stipulation in statute on assignment.
<i>Liquor Taxes and Profits</i>	Human Services Fund, Community Development Fund	
<i>Property Tax Levy</i>	Veterans Assistance Programs, Human Services Fund	
<i>Auditor's office surcharge</i>	Homeless Document Recording Fee Fund; Affordable Housing Document Recording Fee Fund	
<i>School Districts</i>	Human Services Fund	States that the county will "directly or indirectly " provide the services; Tacoma School District specifically mentions not being able to assign the contract without prior written consent
<i>Seattle Foundation Grant</i>	Behavioral Health Partnership Fund	Can be assigned out but must be in purpose of the program
<i>Gates Foundation Grant</i>	Housing and Homeless Fund	County has exclusive right to select subgrantees and subcontractors. No requirements on prior written consent

When subcontracting federal funds, PCHS must consider how the recipient is classified – if they will be a subrecipient, a vendor, or a beneficiary.¹⁵ Subrecipients are classified as non-federal entities that carry out grant funded programs, acting as conduits for federal support of the public purpose by delivering services, conducting research, or performing other activities for program beneficiaries. This distinction is necessary because of policies outlined in the Office of Management and Budget's (OMB) *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards*, which outlines additional monitoring and auditing requirements for subrecipients.¹⁶ In addition, grants may specifically require additional components directly in the contract or award letter.

¹⁵ https://www.fs.fed.us/spf/beneficiary_02_14.pdf

¹⁶ <https://www.law.cornell.edu/cfr/text/2/part-200/subpart-F>

CONTRACTS FOR THE PROVISION OF SERVICES AND PROGRAMS

PCHS has committed over \$100 million to help Pierce County citizens access critical services, programs, and resources to improve lives and the community. PCHS recognizes that community partners are better suited to deliver some services and programs and that PCHS can serve as a systems architect, building and supporting a comprehensive and robust human services system. This is demonstrated not only by the contracts but by the eight advisory boards and committees that help guide the implementation of funded programs and activities, make recommendations for how funds should be spent, and promote the interests of community residents.

Pierce County Human Services has 308 active service contracts with a variety of vendors and community-based organizations throughout the county. In 2019, PCHS anticipates paying out \$102,529,575, which is more than their 2019 budget of \$88 million. Community Services Programs hold the largest number of contracts (153) and Aging and Disability Resources contract out the largest total dollar amount (\$55,904,310).

Program Area	Number of Contracts	Total Dollar Value	Percentage of total PCHS contracted Dollars
<i>Aging and Disability Resources</i>	80	\$55,904,310	54.5%
<i>Community Services Programs</i>	153	\$27,238,645	27%
<i>Developmental Disabilities</i>	34	\$14,460,960	14.1%
<i>Behavioral Health</i>	15	\$3,614,670	3.5%
<i>Community Action Programs</i>	25	\$1,049,420	1%
<i>Washington State University</i>	1	\$261,570	0.26%
<i>Veterans' Assistance Programs</i>	0	\$0	0.0%

Key Findings and Opportunities

As noted above, human services contracts out more than half of their programs and services and **has a great amount of discretion in subcontracting or assigning out the funds and programs they receive**. This gives the Department the ultimate flexibility in choosing what services they would like to directly provide as well as the opportunity to reduce the amount of county dollars being spent on administration and overhead. Key findings and opportunities for the funding and contracting process include the below:

FUNDING FLEXIBILITY

There is tremendous opportunity for the Department to make more strategic decisions around how programs and services are delivered in Pierce County – whether they choose to provide them directly or contract out to community partners.

PCHS should strategically review existing programs and services to decide if they should be provided directly or indirectly, knowing that very little must be provided by county employees. Ultimately, Pierce County Human Services controls when and how funds are spent. While procurement rules can feel challenging and limiting on this control — applicable procurement rules may come into play based on the dollar amount being contracted — ultimately PCHS leadership has discretion on who should receive the funds and how much (including canceling a procurement to repost). This review should be done both in alignment with how the county views the Human Services core mission as well as after an inventory of the provider community.

STATEMENTS OF
WORK

In addition, when contracting out, the Department must ensure that the overall procurement and contracting calendar allows for enough time to secure written permission when needed, such that it can be approved and provided prior to the program start date.

Program employees have the discretion to write individualized, program specific Statement/Scopes of Work (SOW). This allows for the Department to be crystal clear in outlining the purpose of the programs/use of funds, outlining expectations for performance and specific outcomes to be achieved, and detailed monitoring plans. However, flexibility and individuality can also lead to misalignment between programs within divisions and within the Department. PCG reviewed five SOWs, which all showed a great deal of variation in their design (sections, content, use of purpose/objective statements, etc.). Such variation can make monitoring and tracking difficult not only at a program level but at a department level. For example, if the contract doesn't outline clear objectives (what is the problem trying to be solved?), assessing performance to determine if additional funding should be provided is more difficult. It also makes it hard to have anyone other than direct program staff monitor the contract because of the time needed to review and interpret the contract.

The Department should consider a series of questions to guide decisions on if funds should be allocated to a particular program or service:

- What priority or goal will this contract meet? At the core, all contracting decisions should tie back to the priorities or goals that PCHS has set out to achieve during the contract period.
- What do you want to be different as a result of awarding these funds?
- How will you know if a problem has been solved or alleviated? How will you measure that impact and on whom will you measure it?
- How are clients and the community better off by awarding this funding?

Answers to these questions serve as the basis for the objectives section of the SOW and, potentially, a section specifically detailing overarching program goals (not to be confused with outcomes or performance measurements).

There is little argument that outcomes should be clearly established and outlined in the SOW. ***A potential structure or model for outcomes*** is shown in Appendix C, which tie into the opportunity listed above, was created by San Mateo County. It starts by identifying the specific program outcome(s) and then diving into how that outcome will be measured both quantitatively and qualitatively.

PCHS would benefit from standardizing the SOW and Combine Financial Responsibilities Exhibit, including a standardized Statement/Scope of Work (SOW) template with pre-completed content that can easily be adjusted based on the program. Two suggested templates have been provided in Appendix D and are based on existing contracts. Additional suggestions include:

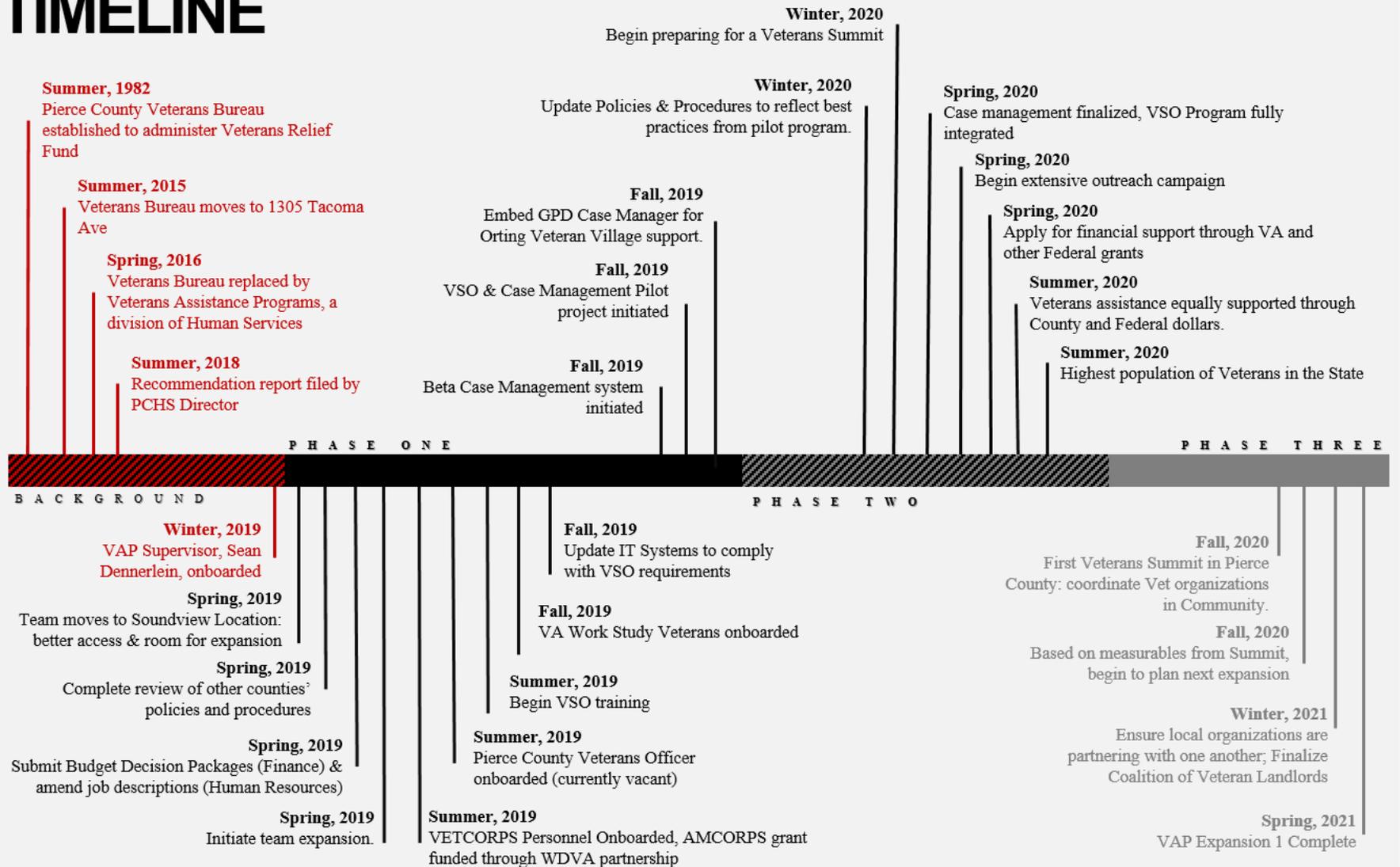
- Merging the SOW exhibit with the Compensations and Financial Responsibilities exhibit to reduce the number of exhibits, simplify the content for all parties, and reduce the potential for duplicative or contradictory content.

	<ul style="list-style-type: none"> • Making the program budget be its own exhibit, which could make it easier to make budget changes and amendments during the contract period (should the opportunity above also be addressed).
<p>CONTRACT AGREEMENTS</p>	<p>The Human Services contract (agreement) establishes how any change to the contract or its exhibits are handled. Currently it requires any change be made through a written Amendment. Amendments can be time consuming, which can negatively impact the vendor and the department by causing delays in service provision or funding. Several options to improve the vendor agreement process include:</p> <ul style="list-style-type: none"> • Working with Human Services legal staff to understand intent and purpose behind the requirement and explore if changes can be made the contract. • Exploring additional legal methods for making changes to contracts that don't require agreement by both parties. For example, the Colorado Department of Human Services has two methods for modifying contracts: an option letter, which is a unilateral agreement that only the department needs to sign, and a contract amendment, which is a bilateral agreement.
<p>PERFORMANCE MONITORING</p>	<p>The Department has shown a commitment to performance monitoring, as evidenced in their performance dashboards that are online and that are used internally with Department leadership. This monitoring is clearly at the program level. Drilling down to the contract level can only serve the Department positively, largely because the Department can fully understand if they are, in fact, getting what they paid for. Such data can then be shared at the quarterly financial meetings with the executive level.</p> <p>County governments must be good stewards of public resources. When spending such a tremendous amount of money on contracts, there is an expectation that those funds are tracked and monitored. Contractors submit reports anywhere from monthly, quarterly, to annually. Infrequent reporting creates a significant lag in time between when the performance occurs and when it is reviewed. This can make it very challenging to course correct and make changes to improve performance and outcomes for the balance of the contract period. The increase frequency in monitoring is particularly true of contracts for programs that are new, helping set them up for success. In general, vendors should be reporting on their performance more frequently.</p> <p>Currently, most Human Services contracts are monitored on an annual basis, with some being quarterly or biennially. Contract monitoring (site visits, etc.) should be completed at least annually and perhaps semi-annually depending on the size of the contract. Monitoring can be done less frequently (but no less than annually) if the Department can receive adequate performance data from vendors. Reporting and monitoring can be made easier in the following ways:</p> <ul style="list-style-type: none"> • Create a performance reporting template that the vendor can complete and return. This will benefit both the vendor in meeting reporting requirements and also help program staff, who can more quickly review and make assessments. Templates additionally help ensure that the Department receives the data they need to make decisions, rather than relying on the SOW or the vendor's best guess on what to provide. Templates can allow performance monitoring to be shifted to other employees, reducing the impact on program staff and allowing them more time to provide technical assistance (TA) and general oversight of the program.

	<ul style="list-style-type: none">• Performance data can be populated into dashboards, similar to those already established, and reviewed at the contract and/or program level (for programs where there are several vendors providing services). <p>Monitoring should extend beyond performance data to include expenditure tracking. When paired together, both sets of data provide a comprehensive picture of the health of the contract. These expenditures could potentially be tracked in the same performance dashboards and should be monitored for several reasons:</p> <ul style="list-style-type: none">• Tracking expenditures allows the Department to see how and when funds are being spent, and if they are on target to spend down all the funds by the period end.• Staff can identify if vendors are overspending in specific line items, which would require the budget to be modified or amended.• The Department could benefit in knowing if contract funds won't be fully extended so that they may be shifted to other areas (if permitted). <p>Leverage Monitoring & Contracts Team. Human Services has a finance and administration team at the Department level. The Department could explore how this team could be leveraged and staffed up so that they can support all procurement, contracts, and monitoring for the Department. These functions are currently designated to program area staff, who may not have a strong background in how to design SOWs and monitor contracts, nor have the time to carry out these functions well. Shifting staff and responsibilities specifically for the procurement and contract development pieces can support the Department's commitment to strong contracting practices and allow program staff to do more technical assistance and program support.</p>
<p>GENERAL AND ADMINISTRATIVE EXPENSES</p>	<p>Several SOWs included reimbursement for small percentages of shared personnel time (e.g. program director or accountants). Reimbursing for these costs can be time intensive for both the organization and the Department, as the organization has to 100%-time report to verify the actual time worked on the project/service and the Department then has to review and verify that time. Most often, a direct relationship to a particular cost objective (e.g. the salary of an accountant) cannot be shown and staff that support an entire organization are not "billable." Other costs that support the overall operation of the organization (e.g. internet) can be included in this rate though no SOWs currently show this level of detail as a reimbursement. Human Services can consider implementing a General & Administrative (G&A) pool to simplify the contracting and reimbursement process. This pool and rate is calculated the same way as an indirect rate for contracts.</p>

APPENDIX A: VETERANS' SERVICES 2-YEAR PLAN

TIMELINE



APPENDIX B: REQUIREMENTS FOR CONTRACTING BY FUNDING SOURCE

Funding Source	Fund Name(s)	Requirements for Assignment/Subcontracting
Accountable Communities of Health Grant	Behavioral Health Partnership Fund	Need prior written consent before assignment or transferring the rights and obligations of the agreement.
Seattle Foundation Grant	Behavioral Health Partnership Fund	Can be assigned out but must be in purpose of the program.
Basic Food, Employment & Training (BFET) Grant	Community Action Fund	Some limit on the matching funds being put up by subcontractors. Must submit all requests to DSHS and those must be approved; must report any change in subcontractors within 5 days; must follow the guidance in the contract monitoring section of the SOW.
Bonneville Power Association	Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant.
Department of Energy grant	Community Action Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Community Services Block Grant (State & Federal)	Community Action Fund	Federal & state grants- stipulations for assignment may be included in federal or state contract.
Health Plus Grant	Community Action Fund	May only be subcontracted if prior written approval is obtained. Must have written procedures related to subcontracting. The subcontractor is bound to the terms of the grant. DHS must monitor their activities.
LIHEAP	Community Action Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Matchmakers Weatherization Grant	Community Action Fund	May only be subcontracted if prior written approval is obtained. Must have written procedures related to subcontracting. The subcontractor is bound to the terms of the grant. DHS must monitor their activities.
PSE Weatherization Grant	Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant. Funds can be paid to service providers.
PSESD grant	Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant.
PSE HELP grant	Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant. Funds can be paid to service providers.
Puyallup Tribe grant	Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant.
Orting School District Grant	Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant.
RISE grant	Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant.
Sumner School District grant	Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant.
Local transportation grant	Community Development Fund	Must be done in writing and approved by WSDOT. Specific requirements about what the contract with the subcontractor must include.
Community Development Block Grant (CDBG)	Community Development Fund; Community Action Fund	Can be sub-granted out. Requirements to monitor subrecipients. Requirements around what must be included in a written agreement with a subrecipient.
Federal Transportation Grant	Community Development Fund	Federal grant- stipulations for assignment may be included in federal or state contract.

Funding Source	Fund Name(s)	Requirements for Assignment/Subcontracting
HOME grants	Community Development Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Auditor's office surcharge	Homeless Document Recording Fee Fund; Affordable Housing Document Recording Fee Fund	No stipulation in statute on assignment.
Continuum of Care	Housing and Homeless Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Coordinated Entry Building Charges	Housing and Homeless Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Gates Foundation Grant	Housing and Homeless Fund	County has exclusive right to select subgrantees and subcontractors. No requirements on prior written consent.
Homeless Document Recording Fees	Housing and Homeless Fund, Community Action Fund	No stipulation in statute on assignment.
Emergency Solutions Grant	Housing and Homeless Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
State Consolidated Homeless Grant	Housing and Homeless Fund	Can be sub-granted out with specific time limits, defined roles, etc.
Employment and Day Program Services	Human Services Fund	Administration of the developmental disability's county program CANNOT be subcontracted. Other services can be subcontracted to a qualified provider and they must be regionally approved.
Farmers Market	Human Services Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Federal Vocational Rehabilitation Grant	Human Services Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
IDEA grant	Human Services Fund	Must submit in writing any drafts of subcontracts and agreements for EIS, regardless of source of funds to ESIT. Specific requirements for what the EIS subcontracts must include.
Infant and Toddlers Part C grant	Human Services Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Liquor Taxes and Profits	Human Services Fund, Community Development Fund	No stipulation in statute on assignment.
Medicaid Transformation Demonstration	Human Services Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant.
Medicare Improvement for Patients and Providers Act	Human Services Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Older Americans Act	Human Services Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
School Districts	Human Services Fund	States that the county will "directly or indirectly " provide the services. Tacoma School District specifically mentions not being able to assign the contract without prior written consent.
South King County Multi-Service Center grant	Human Services Fund	May only be subcontracted if prior written approval is obtained. Must have written procedures related to subcontracting. The subcontractor is bound to the terms of the grant. King County Department Human Services must monitor their activities.

Funding Source	Fund Name(s)	Requirements for Assignment/Subcontracting
State General Fund	Human Services Fund, Community Development Fund, Behavioral Health Partnership Fund	
Title 19	Human Services Fund	Federal grant- stipulations for assignment may be included in federal or state contract.
Veterans	Human Services Fund, Community Action Fund	Must have prior written consent to transfer or assign the obligations or rights under the grant.
Property Tax Levy	Veterans Assistance Programs, Human Services Fund	No stipulation in statute on assignment.
County General Fund	Violence Prevention Program; Human Services Fund; Community Development Fund; Behavioral Health Partnership Fund	

APPENDIX C: SAMPLE CONTRACT OUTCOMES

Community Impact – Program Outcome	FY 2019-20 Targeted
Based on a mailed and/or electronic anonymous survey, of those youth who receive CASA services for one year and respond to the survey, the percentage of youth who will report feeling supported by their CASA worker.	90%
Quantitative Measures	
Number of children who receive court advocacy services.	383
Number of new CASA volunteers recruited and trained.	141
Of the newly recruited and trained volunteers, percent who will be Spanish speaking.	25% (35 volunteers)
Number of children for which a CASA was present at their court hearing.	95% (365 children)
Percentage of timely CASA court report submissions for children.	96%
Average number of hours each child will receive in court-advocacy services from their CASA volunteer per month.	12
Qualitative Measure	
Average number of face-to-face hours each out-of- home placement child will spend with their assigned CASA volunteer per month.	10

APPENDIX D: EXAMPLE OF NEW OUTCOME MODEL FOR CONTRACT

Example Statement of Work (combined with Financial Responsibilities) - Street Outreach Program

I. OBJECTIVE

The Pierce County Department of Human Services (hereafter Department) funds a network of youth violence prevention programs in unincorporated Pierce County. These programs are dedicated to the long-term prevention, elimination, and reduction of violent behavior(s) by, or among, children and youth. The Department is guided by a mission that all of Pierce County has equitable access to community-based services that respect each person's unique experiences. The Department recognizes that community-based organizations and partners can provide the most effective services to youth who are exposed to violence. The objective of this Contract with Comprehensive Life Resources (hereafter Contractor) is to administer the Street Outreach Program, a youth violence prevention service.

II. PROGRAM/CONTRACT GOALS

The overarching goal of funding the Street Outreach Program is to create a positive shift in the youth's condition and reduce the risk factors for violence and reoffending. To that end, the Department is interested in funding this program so that youth have increased access to community services and that they make improvements physically, mentally and in either employment or education arenas.

III. SCOPE

The Contractor shall develop, implement, and administer the Street Outreach Program in unincorporated Pierce County, specifically the Peninsula School District.

- A. **Eligible Participants:** An eligible participant is a person between age 13 and 24 who is experiencing homelessness and/or sexual abuse.
- B. **Location:** The Contractor shall administer the Program in a safe location (within the school district boundaries?). This location must allow for eligible participants to be supervised.
- C. **Resource Referrals:** The Contractor shall work with an eligible participant individually to determine the appropriate referral(s) that will allow the participant to meet the goals outlined in Section II. Examples of resources include individual safety, physical and mental health, substance abuse programs, educational readiness, career training, job placement, independent living skills training, access to housing, education, work skills/employment, and life skills.
- D. **Documentation.** The Contractor shall ensure the Street Outreach Advocate completes all necessary recordkeeping and accounting tasks required to track progress in goals and outcomes.
- E. **Program Start-Up:** The Contractor shall take necessary steps to ensure that the Program can be operational on the effective date or signature date of this Contract, which is later.
 - a. The Department may request a Start-Up Plan from the Contractor. This plan must include:
 - i. An operational readiness review for the Department to determine if the Contractor is operationally ready to begin performance under the contract.
 - ii. The risks associated with Start-Up of the Contract and a plan to mitigate those risks.
- F. **Program Closeout:** At a minimum, the Contractor must submit lessons learned from the program within thirty (30) days of the end of the Contract.
 - a. The Contractor may be asked to create a Closeout Plan. This Plan shall include all steps to wind down the Contract at its scheduled termination.
 - i. The Department will notify the Contractor if a Closeout Plan is required, the date by which it must be submitted, and the required content.
- G. **Eligible Reimbursements:** This contract is a cost-reimbursable contract. Reimbursements shall be limited to the following expenses:

- a. Salary of Street Outreach Advocate: 100% of the salary for the Street Outreach Advocate may be billed and eligible for reimbursement.
 - b. Salary of Program Director: .025 of the salary for the Street Outreach Program, Program Director may be billed and eligible for reimbursement.
 - c. Program Related Operating Expenses: Expenses for communication, travel, and training may be billed and eligible for reimbursement.
- H. **Program Changes and Modifications**: Either party may amend this Agreement and Statement of Work, per the requirements of Section 5.A. Amendments of this Agreement.
- a. All changes to Exhibit B, Statement of Work require a written contract amendment.
 - b. The Contractor shall submit proposed amendment changes in writing, including an explanation for the requested change.
 - c. The Department can approve or deny the requested changes. If the changes are approved, signatures will be required by both parties for the changes to be effective.

IV. PERSONNEL REQUIREMENTS

The Contractor shall provide sufficient personnel to perform the work described in this Contract and Scope of Work. If the Department determines that the Contractor has provided insufficient staff or staff that does not have the necessary skills, knowledge or experience to perform the work, the Contractor shall provide additional and replacement staff to perform its obligations under this Contract.

V. OUTCOMES

The Contractor shall achieve the following outcomes during the contract period:

- A. The Contractor shall assist a minimum of 333 unique eligible participants. The quarterly breakdown is:

Quarter 1: Jan-Mar	Quarter 2: Apr-June	Quarter 3: July-Sept	Quarter 4: Oct-Dec
100	100	33	100

- B. The Contractor shall make a minimum of 500 duplicate contacts with eligible participants.

Quarter 1: Jan-Mar	Quarter 2: Apr-June	Quarter 3: July-Sept	Quarter 4: Oct-Dec
150	150	50	150

- C. The Contractor shall refer a minimum of 133 unique eligible participants to the Resource Referrals listed in Section III.C, Scope.

Quarter 1: Jan-Mar	Quarter 2: Apr-June	Quarter 3: July-Sept	Quarter 4: Oct-Dec
40	40	13	40

VI. REPORTING

The Contractor shall complete the following reports during the contract period:

- A. Quarterly Status Reports are due within ten (10) calendar days following the end of the quarter, beginning in April. The final quarterly report shall be due on January 6, 2020.
 - a. Quarterly reports shall contain information for the preceding three (3) months of program activity.
 - b. The Contractor shall use the Department’s template for this report (Exhibit XX).

- B. The Pierce County Outcome Report is due no later than January 30, 2020.
 - a. This report is for the period of January 1, 2019 through December 31, 2019.
 - b. The Contractor shall report on the following indicators for each unique eligible participant:
 - i. Increased access to community services.
 - ii. Demonstrated developmental improvement(s).
 - iii. Positive shift in the participant's condition.
 - c. The Contractor shall use the Department's template for this report (Exhibit XX).
- C. If the day listed above falls on a weekend of a Washington State holiday, the report shall be due on the next business day.

VII. PROGRAM IMPLEMENTATION AND PROGRESS

Failure to lawfully plan, implement, and administer the program or to demonstrate substantial progress within ninety (90) days of the effective date of this Contract shall cause the Department to re-evaluate the need for, and methods of, this program. The result of such re-evaluation may necessitate restructuring of the scope, redefinition of the outcomes, or termination of the Contract for lack of need and/or failure to implement the program in a timely and reasonable manner.

VIII. DEPARTMENT RESPONSIBILITIES

- A. The Department will provide administrative and financial oversight and direction in accordance with established laws and regulations.
- B. The Department will monitor and evaluate program performance against the criteria established in Section V, Outcomes.
 - a. The Department or their designee will conduct at least one (1) monitoring and performance assessment of the program. The Department will give the Contractor at least XX days' notice prior to conducting the assessment.
 - b. Monitoring and assessment activities include, but are not limited to:
 - i. Review of service and financial reports, including all books, records, documents, and other data;
 - ii. Facilities;
 - iii. Activities.
 - c. The assessment may be conducted on-site or remotely.
 - d. Additional assessments may be conducted by the state or federal representatives.
 - e. The Department will notify the Contractor of the findings within XX days of the assessment.
 - i. If egregious findings are documented, the Department may elect to terminate this Contract for cause.
 - ii. For all other findings where the Contractor is violating the terms or conditions of this Scope of Work or Contract, the Contractor shall provide a response with an action plan to each problem(s) within XX days of the report being received.
 - 1. If the Contractor disagrees with the findings, they may file a complaint, as specified in this Contract.
- C. Pay, on a timely basis, all requests for payment which are eligible and appropriate for payment and which are supported by sufficient documentation.

IX. BUDGET

- A. **Approved Budget:** The approved budget for this project is in Exhibit XX, Budget.
- B. **Changes and Modifications:** Either party may amend the budget per the requirements of Section 5.A. Amendments of this Agreement. The Contractor shall submit proposed changes in writing, including an explanation for the changes.
 - a. Major Changes- A formal written and approved contract amendment is required for major changes. The Contractor may submit billings using the amended Budget once the fully executed amendment has been received.
 - i. Major changes are those that:
 - 1. Increase or decrease the contract amount
 - 2. Add new line items to the Budget

- b. Minor Changes- A written letter of agreement may be used to communicate minor changes. Minor changes include:
 - i. An increase to one or more line item(s) not exceeding 10% of the existing line item in Exhibit XX, Budget is allowed with a corresponding decrease in another line item(s). Such a transfer may not increase the total contract amount.
 - ii. An increase to line items over 10% provided they do not impact the total contract amount.
 - 1. This change must be signed by the Department and the authorized signer of this Agreement.

X. COMPENSATION, INVOICES, AND PAYMENT

- A. **Compensation:** The maximum compensation for the initial term of this Agreement or for any renewal term shall not exceed \$53,032.00.
 - a. The payments under this Agreement are made on a cost-reimbursable basis, based on actual expenditures.
 - b. The Contractor is prohibited from submitting requests for payment in excess of actual requirements for carrying out the project.
 - c. The Department may deny payment if the Contractor fails to submit performance reports timely or fail to provide information necessary to demonstrate their compliance with this Exhibit.
 - d. The Department will not make any payment for costs that were incurred prior to the date the Agreement becomes effective unless specifically authorized in this Exhibit.
 - e. The Department will not make any payment for costs that are found to be ineligible or inappropriate pursuant to applicable laws and/or regulations.
 - f. The Contractor shall return to the County any funds remaining at the end of the period of performance.
- B. **Invoicing:** The Contractor shall invoice the Department on a monthly basis, the 21st business day of the month following the month in which the expense occurred.
 - a. The Contractor shall submit the December 2018 invoice and any final billing no later than January 6, 2020. Failure to follow this year end and final invoice instruction may result in a delayed payment or non-payment for those expenses.
 - b. The Contractor shall use the Contract Payment Request Form as the approved invoice.
 - c. The Contractor shall complete a signature authority designee(s) form prior to the first payment request submission.
 - d. All invoices must be accompanied by copies of substantiating receipts, pay stubs, invoices or other proof of incurred costs and must be signed by the signature authority designee(s).
 - e. The Department will provide instructions and forms for the CPR submission upon execution of this agreement.
 - f. Exceptions to any of these procedures must be requested in writing and agreed to by the Department.
- C. **Payments:** The Department will remit payment to the Contractor for all amounts shown on the CPR within twenty-five (25) days of the Department's acceptance of that invoice.
 - a. Acceptance of an invoice shall not imply the acceptance or sufficiency of any work performed or outcomes achieved during the month for which the invoice covers or any other month.
 - b. The Department will not make any payment on an invoice prior to its acceptance of that invoice.
 - c. The Department is not obligated to remit payment to the Contractor if they fail to submit their December 2018 and/or final invoice after January 6, 2020.
 - d. Submission of incomplete or inaccurate billing information may delay the reimbursement process and shall not be considered a breach of contract.
- D. **Refunds:** The Contractor shall refund to the Department any payment or partial payment expended to the Contractor or its Subcontractors which is subsequently found to be ineligible, inappropriate, or illegal.



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