

ANALYSIS

Item 28: Department of Human Services Shelter and Services

Analyst: Gregory Jolivette

Request: Approve, retroactively, the submission of a federal grant application to the U.S. Department of Homeland Security, Federal Emergency Management Agency, in the amount of \$13.3 million over a period of three-years for shelter and support services for newly arrived migrants.

Analysis: In April 2024, the U.S. Department of Homeland Security, Federal Emergency Management Agency announced the availability of \$341 million in competitive grants through the Shelter and Services Program to support communities providing services to migrants awaiting the outcome of their immigration proceedings. More specifically, the grant is designed to provide food and shelter for migrants who have been released from U.S. Customs and Border Protection custody. There is no state match requirement, nor any ongoing obligations associated with the grant. The application deadline was June 13, 2024. The Department of Human Services (DHS) provided the Legislature notification of its intent to apply on June 3, 2024.

DHS is requesting retroactive authorization to apply for \$13.3 million over a three-year period. If awarded, the agency proposes to use the funds to make grants to community-based organizations serving newly arrived migrants and establish one limited-duration position to support grant administration. DHS estimates that the funds would allow for as many as 1,000 migrants to receive up to 90 days of food and shelter. It should be noted that after this request for retroactive approval was submitted, DHS was informally notified it would receive an award of \$2.8 million. The agency intends to request limitation and position authority at a later date, at which time it is recommended DHS provide an updated estimate of the number of individuals expected to be served over the grant period.

There were two noteworthy process issues with this request. First, based on the April 12, 2024 notice of funding availability, DHS had the opportunity to submit a request for consideration during the May 2024 Emergency Board, which would have allowed for legislative consideration in advance of the application due date. According to DHS, the decision to apply was made after the deadline to submit a request letter for May 2024 Emergency Board. Second, the 10-day notification stated DHS' intent to apply for \$3.6 million over a three-year period; however, the agency ultimately decided to apply for \$13.3 million based on further discussions with Multnomah County and other community partners.

Recommendation: The Legislative Fiscal Office recommends that the Emergency Board approve the request.

Request: Retroactive authorization to apply for a three-year, \$13.3 million grant from the Federal Emergency Management Agency (FEMA) for shelter support services to serve newly arriving migrants in Oregon.

Recommendation: Approve the request.

Discussion: The Oregon Department of Human Services (ODHS) requests retroactive authorization to apply for the U.S. Department of Homeland Security, FEMA Shelter and Support Services Competitive (SSP-C) Grant. ODHS submitted a 10-day notification letter on June 3, 2024, prior to submitting the grant application by the deadline of June 13, 2024. The grant became available on April 12, 2024, although the decision to apply was delayed until after the May 2024 meeting of the Emergency Board. The application amount in the 10-day letter was \$3.6 million, though the department revised its application amount to \$13.3 million after working with partners, including Multnomah County, to determine a more comprehensive estimate of needed funds. The Office of Immigrant and Refugee Advancement within ODHS Central Services facilitated the grant application. If awarded, Self-Sufficiency Programs (SSP) would facilitate grant implementation and would request an additional position to assist with contracting, compliance, and overall administration of the funds. Most of the funds are intended to flow to community-based organizations providing sheltering and food services.

The SSP-C grant is designed to provide shelter and food services for non-citizen migrants who have been released from Department of Homeland Security, U.S. Customs and Border Protection custody. This population does not meet the non-citizen requirements for programs such as the SSP Refugee Program, and individuals must have validation of being released from Department of Homeland Security custody.

The budget framework for the grant is estimated to be \$13.3 million, with \$11.3 million for shelter and \$1.4 million for food. Additional funding in the proposal is for administration, staffing (one Operations and Policy Analyst 2), and other allowable lodging-related costs. Over the 36-month grant period, an estimated 1,000 non-citizen migrants could receive up to 90 days of shelter services and access to at least one meal a day during that time. There is no cost sharing requirements or maintenance of effort requirements.

ODHS indicated on August 30, 2024, that Oregon is anticipated to receive an award of \$2.8 million. No formal award letter has been received, as FEMA is processing award letters in the order by which the applications were received. ODHS is working with partners to determine how best to allocate the available dollars and may request Federal Funds expenditure limitation and the establishment of a position when more information is known. ODHS may return to a future Legislative Committee to request additional Federal Funds limitation or position authority.



Oregon

Tina Kotek, Governor

Department of Human Services

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August 26, 2024



Senator Rob Wagner, Co-Chair
Representative Julie Fahey, Co-Chair
Joint Emergency Board
900 Court St. NE
H-178 State Capitol
Salem OR 97301

RE: Department of Homeland Security, FEMA Shelter and Services Program Competitive (SSP) Grant

Dear Co-Chairpersons:

Nature of the Request

The Oregon Department of Human Services (ODHS), Office of Immigrant and Refugee Advancement (OIRA) respectfully requests retroactive permission to apply for the U.S. Department of Homeland Security, FEMA, Shelter and Support Services Competitive (SSP-C) Grant. The SSP-C grant will provide additional funding to ODHS, Self Sufficiency Program (SSP) to continue the work of developing a statewide, centralized, coordinated infrastructure to serve newly arriving migrants in Oregon. ODHS submitted a 10-day notification letter on June 3, 2024. The grant application deadline was June 13, 2024.

ODHS requests retroactive permission to apply to receive federal grant funds up to \$13,307,950.

Specifically, OIRA requested up to \$11,250,000 total for the categories of "Sheltering", \$300,000 in "Utilities", and \$1,350,000 in "Food".

Federal Grant Information

The grant timeframe is a 36-month period from October 1, 2023, to September 30, 2026. The first phase of the Notice of Funding Opportunity, beginning October 1, 2023, was by invitation and prioritized states on the southern border who were serving migrants who had been encountered and immediately released by the Department of Homeland Security, U.S. Customs and Border Protection. The second phase was posted for application in April 2024 and expanded the pool of applicants to include interior states.

DHS, FEMA does not specify how many grants will be awarded. Applicants that request less than \$10,000 will not receive funding. No single applicant will be awarded more than 10% of the total available award.

- There are no match or maintenance of efforts (MOE) requirements.
- There are no ongoing funding and sustainability planning requirements.
- There is a 5% admin cap and allows for labor for primary services.
- Management & grant administration costs can be separate from 5% admin cap.
- Services will be discontinued upon expiration of the grant.

This opportunity became available on April 12th, 2024. The application announcement is available at [DHS FEMA, Shelter and Support Services Competitive \(SSP-C\) Grant](#).

Background

Migrating to another country to seek refuge, safety and protection through the asylum process is a human right. The right to seek asylum is also a part of International Law and U.S. Immigration Law.

Those who are seeking asylum have been arriving at the southern border and migrating to states and cities across the U.S. for decades. There is currently no established federal infrastructure to coordinate arrivals and provide humanitarian

reception across the U.S. The absence of a federal coordinated response at the southern border poses various challenges to receiving states and cities. Oregon has a unique opportunity to turn these challenges into actual policy solutions that allow immigrants to be welcomed, thrive, and fully contribute.

Oregon is already home to more than 400,000 immigrants who live in urban and rural areas throughout the state.¹ Many of whom are a part of our social fabric and contribute to our collective prosperity. For migrants arriving in hopes to make Oregon their home, the programs, and services they're eligible for are limited and fragmented.

Migrants are often arriving with very little connections to Oregon and seeking support from local non-profit organizations and community partners and advocates to navigate systems.

To address these components, ODHS Office of Immigrant and Refugee Advancement would like to expand upon the agencies mission and vision, to help Oregonians in their own communities achieve well-being and independence through opportunities that protect, empower, respect choice and preserve dignity. This application and coordinated infrastructure are inclusive of people who are impacted directly by systematic challenges, such as ineligibility for basic assistance such as food and cash assistance due to immigration status.

Agency Action

This funding will provide three (3) months of transitional shelter and food during the 36-month grant period. This funding will serve up to 1,000 people and can provide each migrant with:

- Rental assistance at a temporary sheltering facility for up to 90 days,
- Access to a cellphone for up to 90 days,
- At least one (1) hot meal for up to 90 days.

As a part of this funding, we are also asking for permission to hire one position for the duration of the grant.

¹ American Immigration Council, "Immigrants in Oregon", <https://map.americanimmigrationcouncil.org/locations/oregon/>

- One (1) OPA2 Limited Duration (LD) – Write contracts, contract negotiations; analyze and track outcomes; collect reports; ensure contract compliance; track spending, invoices, and payments; complete reporting templates; and serve as a point person for grant management.

These figures have changed since the agency made its initial request on June 3. The increased funding request is due to the maximum per person GSA rate permitted by FEMA.

If awarded, the grant will be administered by the Oregon Department of Human Services, Self-Sufficiency Program (SSP). The OPA2 (LD) hired will be managed by SSP. SSP will contract the entire grant amount to one community-based organization who will have the opportunity to subcontract to other community-based organizations. The contracted organization will be charged with:

- Overseeing subcontracts with other service providers,
- Ensuring equity of services across subcontracts,
- Collecting necessary information and data in a timely manner to complete reporting requirements to FEMA,
- Completing annual reports on outcomes, and
- Ensuring that the follow areas of services are covered:
 - i) Multnomah and Washington Counties and
 - ii) other services areas outside of Multnomah and Washington Counties.

This model creates a greater opportunity for geographic diversity in service delivery and leverages the knowledge and experience of community-serving organizations.

Agency Request

The Oregon Department of Human Services, Office of Immigrant and Refugee Advancement requests retroactive permission to apply for up to a total of \$13,307,950 in response to Department of Homeland Security, FEMA Shelter, and Services Program Grant. There are no match or maintenance of efforts (MOE) requirements. There are no ongoing funding and sustainability planning requirements. Services will be discontinued upon expiration of the grant.

Legislation Affected

Not applicable. If awarded, ODHS will request Federal Fund limitation increase accordingly.

If you have any questions, please contact Cheryl Miller at
Cheryl.M.MILLER@odhs.oregon.gov

Sincerely,

A handwritten signature in blue ink, reading "Fariborz Pakseresht".

Fariborz Pakseresht
ODHS Director

Ec: Amanda Beitel, Legislative Fiscal Office
Gregory Jolivette, Legislative Fiscal Office
Kate Nass, Department of Administrative Services
Mike Streepey, Department of Administrative Services
Courtney Rogers, Department of Administrative Services
Rob Kodiriy, Oregon Department of Human Services