

**COOPERATIVE AGREEMENT**

**THIS AGREEMENT**, made by and between **JACKSON COUNTY, MISSOURI**, a Constitutional Home Rule Charter County of the First Class of the State of Missouri, hereinafter referred to as “the County” and a Missouri not-for-profit corporation, **OPERATION BREAKTHROUGH, INC. 3039 TROOST KANSAS CITY, MO 64109**, hereinafter referred to as “Organization”.

WHEREAS, the County and Organization desire to enter into an Agreement to provide funding to be used for Family Therapy; and,

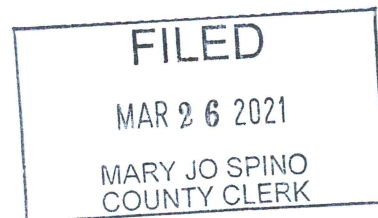
WHEREAS, the County deems it to be in the best interest of its citizenry to support such programs and activities; and,

NOW THEREFORE, in consideration of the foregoing and the terms and provisions herein contained, the County and Organization respectively promise, covenant, and agree with each other as follows:

**NOW, THEREFORE**, it is agreed by and between the parties as follows:

1. **Services**. Organization shall provide services Family Therapy, as is more fully set out in the proposal attached hereto as Exhibit A and incorporated herein by reference. The term of this contract is January 1, 2021, through December 31, 2021, and as such, all expenditures must occur within this period. The budget Organization submitted as part of Exhibit A is considered final and non-changeable.

2. **Terms Of Payment**. The County agrees to pay Organization the total amount of **\$18,971.00** in quarterly reimbursements up to **\$4,742.75**, Payments shall be made upon the County’s receipt of the quarterly reports as set forth in paragraph 3



hereof. The final payment will not be processed until the Organization's annual program report has been completely reconciled. The County reserves the right to audit all invoices and to reject any invoice for good cause. The County retains the right to deduct from an invoice of Organization any overpayment made by the County on a prior invoice. The County retains the right to make invoice corrections/changes. The County will not reimburse sales tax expense.

3. **Reports/Other Documentation.** Within 30 days after the conclusion of each calendar quarter under this Agreement, Organization shall submit a quarterly report through the Outside Agency Portal along with proof of payment and receipt documentation that reconciles to the quarterly report, including cancelled checks and/or a copy of the face of the check and corresponding bank statements, invoices, itemized credit card receipts and credit card statements showing proof of purchase and proof of payment and any other documents requested by the Department of Finance and Purchasing, to establish that the funds provided pursuant to this Agreement were used for the purposes set forth herein. All payments will be processed within 30 days of receipt of invoice, if the invoice is complete and accurate. All payments will be detained until reports are received and accurate. Any reports that are incorrect will delay payment. The last quarter's report is due by January 30<sup>th</sup>, 2022 and shall include an annual report which shall summarize all of Organization's activities pursuant to this Agreement. Organization's failure to submit this annual report shall disqualify Organization from future funding by the County. The final payment will not be processed until the Organization's annual program report has been completely reconciled. Organization must submit all quarterly reports in the format specified by the County

regardless of whether activity took place in each quarter, before the next quarterly payment will be processed. Any quarterly reports that are incomplete or incorrect will delay payment. Any unspent funds under this Agreement not invoiced by Organization within 30 days from the expiration of this Agreement shall be forfeited and not be paid.

Organization must notify the County in writing on Organization's letterhead, within five working days of the following changes:

- a. Organization name, address, telephone number, administration, or board of directors
- b. Organization funding that will affect the program under this contract
- c. Liability insurance coverage
- d. Management or staff responsible for providing services pursuant to this contract. When a management or staff position responsible for providing services pursuant to this contract is vacated and when the position is subsequently filled, the following will apply i.) reimbursement for a vacated position will be suspended until it is filled, and ii.) if another person under this contract assumes the duties of the vacated position, the Organization will not be allowed to bill the County for both positions.
- e. Any proposed or actual merger or acquisition either taken by the Organization or toward the Organization

4. **Submission of Documents.** No payment shall be made under this Agreement unless Organization shall have submitted to the County's Department of Finance and Purchasing through the Jackson County Outside Agency Portal accessible on [www.jacksongov.org/auditor](http://www.jacksongov.org/auditor): (1) a written proposal setting out in detail the intended use of the County's funding, including the target population to be served; (2) Organization's IRS Form 990 from the previous fiscal or calendar year; (3) a statement of Organization's total budget for its most recent fiscal year; and (4) a detailed explanation of actual expenditures of the County's funds; (5) audited financial statement for Organization's most-recent fiscal or calendar year, or a certified public accountant's program audit of the County's funds. Organization must be chartered in the State of

Missouri, hold a certificate of good standing with annual registration through the Missouri Secretary of State and have received an exemption from Federal income taxes under Section 501c3 of the Internal Revenue Code. Any documents described herein which were submitted as a part of an application for funding need not be resubmitted to qualify for payment. Organization understands that no payment shall be made under this agreement until Organization's 2020 Outside Agency contract has been fully reconciled with the County's Department of Finance and Purchasing. No payment shall be made if Organization is out of compliance on any other County contract, or has not paid county taxes on all properties owned by Organization and assessed by the County.

5. **Equal Opportunity**. Organization shall submit an Affirmative Action Plan or Equal Employment Opportunity statement as required by the County Compliance Review Office. Organization shall maintain policies of employment as follows:

A. Organization and Organization's subcontractor(s) shall not discriminate against any employee or applicant for employment because of race, religion, color, sex, age, disability, or national origin. Organization shall take affirmative action as set forth to ensure that applicants for employment and employees are treated without regard to their race, religion, color, sex, age, disability, or national origin. Such action shall include, but not be limited, to the following: recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. Organization agrees to post in conspicuous places, available to employees and applicants for employment, notices setting forth the policies of non-discrimination.

B. Organization and Organization's subcontractor(s) shall, in all solicitation or advertisements for employees placed by them or on their behalf, state that all qualified applicants will receive consideration for employment without regard to race, religion, color, sex, age, disability, or national origin.

6. **Employment of Unauthorized Aliens Prohibited.** Pursuant to §285.530.1, RSMo, Organization assures that it does not knowingly employ, hire for employment, or continue to employ an unauthorized alien to perform work within the State of Missouri and/or Jackson County, and shall affirm, by sworn affidavit and provision of documentation, its enrollment and participation in a federal work authorization program with respect to the employees working in connection with the contracted services. Further, Organization shall sign an affidavit, attached hereto and incorporated herein as Exhibit B, affirming that it does not knowingly employ any person who is an unauthorized alien in connection with the contracted services.

7. **Audit.** The parties agree that the County may, for any reason and at any given time, examine and audit the books and records of Organization pertaining to this Agreement. Further, Organization agrees to establish and adopt such accounting standards and forms as recommended by the County prior to receipt of the County's first distribution of funds under the terms of this Agreement. The forms used to document expenditure of these funds may be changed from time to time by the County.

8. **Default.** If Organization shall default in the performance or observation of any covenant, term or condition herein contained to be performed by Organization, the County shall give Organization ten days written notice, setting forth the default. If said default shall continue and not be corrected by Organization within ten days after receipt

of notice from the County, the County may, at its election, terminate this Agreement and withhold any payments not yet made to Organization. Said election shall not, in any way, limit the County's rights to sue for breach of this Agreement.

9. **Appropriation of Funds**. Organization and the County recognize that the County intends to satisfy its financial obligation to Organization hereunder out of funds annually appropriated for that purpose by the County. County promises and covenants to make its best efforts to appropriate funds in accordance with this Agreement. In the event no funds or insufficient funds are appropriated and budgeted, or are otherwise unavailable by any means whatsoever for payment due hereunder, County shall immediately notify Organization of this occurrence and this Agreement shall terminate on the last day for which appropriations were received, without penalty or expense to the County of any kind whatsoever, except as to the portions of the payment amounts herein agreed upon for which funds shall have been appropriated and budgeted or are otherwise available, or at any time after the last date that County has paid for the Services, if earlier.

County further agrees:

A. That any funds authorized or appropriated for services rendered under this Agreement shall be applied to the payments hereunder until all such funds are exhausted.

B. That County will use its best efforts to obtain authorization and appropriation of such funds including, without limitation, the inclusion in its annual budget, a request for adequate funds to meet its obligation under this Agreement in full.

10. **Conflict of Interest.** Organization warrants that no officer or employee of the County, whether elected or appointed, shall, in any manner whatsoever, be interested in or receive any benefit from the profits or emoluments of this Agreement.

11. **Severability.** If any covenant or other provision of this Agreement is invalid, or incapable of being enforced by reason of any rule of law or public policy, all other conditions and provisions of this Agreement shall, nevertheless, remain in full force and effect; and no covenant or provision shall be deemed dependent upon any other covenant or provision unless so expressed herein.

12. **Indemnification.** Organization shall indemnify, defend and hold the County harmless from any and all claims, liabilities, damages, and costs (including reasonable attorney's fees directly related thereto) including but not limited to violation of civil rights and/or bodily injury to or death of any person and for damage to or destruction of property if and to the extent caused by the negligence, willful misconduct or omissions of Organization during the performance of this Agreement.

13. **Insurance.** Organization shall maintain the following insurance coverage during the term of this Agreement.

A. Organization shall maintain Commercial General Bodily Injury and Property Damage Liability insurance, each in a combined single limit of One Million Dollars (\$1,000,000) each occurrence for bodily injury and property damage liability.

B. Organization shall maintain, if any motor vehicles are used in the performance of the Services, Commercial General Bodily Injury and Property Damage Liability insurance, and Automobile Liability insurance including owned,

non-owned, or hired vehicles, each in a combined single limit of One Million Dollars (\$1,000,000) each occurrence for bodily injury and property damage liability.

C. Organization agrees to provide the County with certificates of insurance evidencing the above described coverage prior to the start of Services, and annually thereafter, if required by the County. Such certificates shall provide that the applicable insurance policies have been endorsed to provide a minimum of thirty days advance notice to the County in the event of cancellation, non-renewal, or reduction in limits by endorsement.

14. **Term.** The term of this Agreement shall commence January 1, 2021, and shall continue until December 31, 2021, unless sooner terminated pursuant to paragraph 8, 15, or 19 hereof. If this Agreement is terminated by either party, the County shall pay only for those services actually performed by Organization as verified by the County's audit.

15. **Termination.** This Agreement may be terminated for any reason or no reason by either of the parties upon thirty (30) days' written notice to the other party's designated fiscal representative. All services and payments shall continue through the effective date of termination. Termination of this Agreement shall not constitute a waiver of the rights or obligations which the County or Organization may be entitled to receive as provided in this Agreement, or be obligated to perform under this Agreement for services prior to the date of termination. Should this Agreement terminate, all County written materials of any kind must be delivered and returned by Organization to the County within ten (10) days of the termination of this Agreement.



16. **Standard of Care.** Organization shall exercise the same degree of care, skill, and diligence in the performance of the Services as is ordinarily possessed and exercised by professionals operating under similar circumstances.

17. **Financial Contact.** Organization shall designate a fiscal representative to act as a liaison between the parties to resolve any problems, complaints, or special circumstances encountered in the billing of the services agreed upon here.

Fiscal Representative

Department of Finance & Purchasing  
415 E. 12<sup>th</sup> Street, Suite 100  
Kansas City, MO 64106

**Operation Breakthrough, Inc.**

**Roxane Johnson**  
3039 Troost  
Kansas City, MO 64109  
(816) 329-5258

18. **Compliance Review.** The performance of this Agreement shall be subject to review by the County. The County Compliance Review Office and staff shall review this contract according to their responsibilities including site visits to any and all agencies. Organization agrees any display of hostile behavior, refusing and/or hindering a site review by any employee or staff member shall be grounds for suspension, termination or disqualification of this Agreement. The County warrants that all books, records, accounts, and any other documents in the possession of the County relating to this Agreement are public records open for inspection in accordance with Chapter 610, RSMo.

19. **Remedies For Breach.** Organization agrees to faithfully observe and perform all of the terms, provisions, and requirements of this Agreement, and Organization's failure to do so constitutes a breach of this Agreement. In such event, Organization consents and agrees as follows:

A. The County may, without prior notice to Organization, immediately terminate this Agreement; and

B. The County shall be entitled to collect from Organization all payments made by the County to Organization for which Organization has not yet rendered services in accordance with this Agreement, and to collect the County's reasonable attorney's fees, court costs and service fees if it is necessary to bring action to recover such payments.

20. **Transfer And Assignment**. Organization shall not assign or transfer any portion or the whole of this Agreement without the prior written consent of the County.

21. **Organization Identity**. If Organization is merged or purchased by another entity, the County reserves the right to terminate this Agreement. Organization shall immediately notify the county in the event it is merged or purchases by any other entity.

22. **Confidentiality**. Organization's records concerning the identities of those participating in its programs shall be strictly confidential; the County shall be entitled to examine said records in performing its audit and review functions, but shall not disclose said identities to any third party in any fashion.


23. **Incorporation**. This Agreement incorporates the entire understanding and agreement of the parties.

IN WITNESS WHEREOF, the County and Organization have executed this Agreement this 26th day of MARCH, 2021.

APPROVED AS TO FORM:

JACKSON COUNTY, MISSOURI


  
\_\_\_\_\_  
County Counselor

By   
\_\_\_\_\_  
Frank White, Jr.  
County Executive

ATTEST:

OPERATION BREAKTHROUGH, INC.


  
\_\_\_\_\_  
Mary Jo Spino  
Clerk of the Legislature

By   
\_\_\_\_\_  
Title CEO  
Federal Tax I.D. 43-0971560

**REVENUE CERTIFICATE**

I hereby certify that there is a balance otherwise unencumbered to the credit of the appropriation to which this Agreement is chargeable, and a cash balance otherwise unencumbered in the treasury from which payment is to be made, each sufficient to meet the obligation of \$18,971.00, which is hereby authorized.

3-25-2021  
\_\_\_\_\_  
Date

  
\_\_\_\_\_  
Director of Finance and Purchasing  
Account No. 0027743-56789  
CT774321001

**2021 Jackson County Outside Agency Funding Proposal  
Operation Breakthrough, Inc.  
Family Therapy**

**Operation Breakthrough, Inc.**

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3039 Troost Avenue  
Kansas City, MO 64109  
(816) 329-5258  
www.operationbreakthrough.org  
fedtaxid: 43-0971560

**Fiscal Year:** November to October

**GuideStar:**

**Mission:** Operation Breakthrough's mission is to provide a safe, loving and educational environment for children in poverty and to empower their families through advocacy, emergency aid, and education. Today, we serve 420 children from 6 weeks to 5 years in nationally accredited early learning programs, 320 school-age children in before/after-school and summer programming, and the children's 350+ parents/caregivers.

**Executive Director**

Chief Executive Officer  
Mary Esselman  
(816) 756-3511 x200  
marye@operationbreakthrough.org

**Contact Person**

Senior Grant Writer  
Roxane Johnson  
(816) 329-5258  
roxanej@operationbreakthrough.org

**Check the Jackson County Legislative District and your At-Large District where your agency is located?**

**District 1:** Yes

**District 2:** Yes

**At-large District 2:** Yes

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**2021 Jackson County Outside Agency Funding Proposal**  
**Operation Breakthrough, Inc.**  
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**Agency Revenue Information**

Funding Entity	Source Description	Goods	Services	Cash	TFY Actual	NFY Projected
Federal	Head Start/Early Head Start, USDA			X	\$4,086,664	\$4,262,598
State	MO Department of Social Services			X	\$1,500,000	\$1,500,000
KCMO	Community Development Block Grant			X	\$0	\$119,757
Donations	Charitable Gifts -- Individuals, Corps., Fdns.			X	\$2,065,000	\$1,710,000
Fundraisers	Annual Dinner/Benefit Event, other fundraisers			X	\$1,692,500	\$2,250,000
Harvesters	Food and supplies	X			\$20,300	\$20,300
United Way	Early Education and School-Age Program Grants			X	\$105,060	\$105,060
Other	Non-governmental grants			X	\$2,450,544	\$2,750,000
Children Services Fund	Clinical Services			X	\$254,558	\$285,767
COMBAT	School-Age Bullying Prevention			X	\$47,379	\$54,570
Housing Resources Commission	Social Services/Utility Assistance			X	\$5,500	\$11,000
Mental Health Levy	Adult Mental Health			X	\$157,800	\$153,000
Outside Agency	Speech/OT, Food Assistance, and Family Therapy			X	\$70,000	\$70,000

**Please check if your agency has cash reserves:**  
**What is the current balance?** \$3,896,513

**Community Infrastructure**

**Other organizations in the community that provide the same or similar services as your organization.**

Head Start and Early Head Start programs that serve families in Kansas City's urban core include: Emmanuel Family & Child Development Center, St. Mark Child & Family Development Center, Edgar & Rheta Berkley Child & Family Development Center, Thomas Roque YMCA Head Start and three Early Learning Community Schools within the Kansas City Public Schools at Richardson and Woodland Elementary and Central High School.

**Compare your programs and results to others working in the same field.**

Most of the Head Start/Early Head Start sites listed above do not have the capacity for the enrollment that Operation Breakthrough has grown to in recent years, which is 400 children, ages 6 weeks to 5 years, plus another 320 children, ages 6 to 14, in the school-age program. Also, few of the centers have a consistent track record of graduating more than 90% of their preschoolers who are kindergarten ready for the past five years as measured by the Desired Results Developmental Profile (DRDP) assessment required by the federal Head Start guidelines.

**List all partnerships you have with other organizations along with the nature of the partnership.**

Our many community partnerships include: Children's Mercy Hospital that provides nurse practitioners for our onsite clinic. KU Med Center's Child Psychiatry Department provides weekly psychiatric services through our telemedicine connection. Through partnerships with KU and UMKC's graduate programs in social work, each year four or five grad students complete their internships at our Center. UMKC's Dental School provides onsite dental services twice a week. Harvesters and other community groups support our onsite food pantry. Amethyst Place provides housing for mothers in recovery.

**2021 Jackson County Outside Agency Funding Proposal  
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**Date Program was Initiated:** 2010

**What time period does this program run:** All Year

**Provide program description:** The primary goal of providing wrap-around services to our families has always been to create a streamlined, seamless framework for individuals to access mental health, food, and other services offered. Family advocates meet regularly with families to assess their needs for housing, utility, food, clothing, health, dental, or mental health assistance. We offer a 4-tier service pyramid for onsite prevention, intervention, or intensive services, and external referrals. In addition to nationally accredited education programs, we offer before-/after-school care and snacks in a safe place.

**Describe the benefits of this program to Jackson County Missouri:** By expanding our broad menu of preventive and treatment services to parents/caregivers, our Center is proactively working to establish and strengthen protective factors at the earliest possible intervention stage to mitigate the long-term effects stemming from known risk factors and ACEs. Long-term benefits will help weaken or eliminate cyclical patterns that often lead to intergenerational transmission of toxic stress. In addition, pro-active therapy efforts to engage parents with children ages birth to 3 in Family Therapy services early could help decrease child abuse and neglect.

**Describe target population to be served:** OB families are known to be exposed to many risk factors, including poverty, housing and food instability, limited education, family size, domestic or neighborhood violence, and parental ACE score. Our 2019 Family Survey showed 85% of OB families are African American or bi-racial and 76% live more than 50% below the federal poverty level on incomes averaging less than \$1,000 a month. About 97% of families are headed by single women and 60% have no education beyond high school or a GED certificate. All reside primarily in five zip codes near our Center at 31st Street and Troost Avenue.

**What are the qualifications for participants:** All parents and/or caregivers of at-risk children enrolled at Operation Breakthrough are eligible to participate in preventative wrap-around family services. Participation is voluntary and services are provided at no cost. All adult services at OB are client-centered and client-driven. The service delivery model, open-door policy, and multiple group sessions, allow therapists to be flexible and accommodating to various scheduling conflicts and/or participation barriers.

**Check if your services are available to anyone:**

**How do you maintain a database of participants:** Internal database

**Number of participants from Jackson County:** 80

**Number of participants from Other Areas:** 0

**Total Number of participants:** 80

**Identify the community need for your organization's program and services in Jackson County.**

Operation Breakthrough primarily serves children and families residing in five zip codes in KC's urban core characterized by the highest rates of poverty, crime, violence, deteriorating housing, poorly performing public schools, severe lack of jobs, decent grocery stores, and safe places for children to play. In addition to the stresses of living in poverty and in the urban core, the prevalence of Adverse Childhood Experiences (ACEs) -- such as abuse, separation from or incarceration of a parent, or witnessing violence -- among our families is 4 times the national rate.

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**Outcomes**

**Outcome:** 60% of participants identified for Family Therapy will complete a Needs Assessment to determine appropriate treatment.

**Portion of budget request supporting this objective:** 100%

**Targets:** 60-80 clients, Age range: 18-54

**Outcome:** 50% of individuals will engage in additional wrap-around services while receiving or waiting on Family Therapy services.

**Portion of budget request supporting this objective:** 100%

**Targets:** 60-80 clients, Age range: 18-54

**Outcome:** 65% of Family Therapy participants will demonstrate decreased scores on ASEBA, Adult Self-Report, and other assessments.

**Portion of budget request supporting this objective:** 100%

**Targets:** 60-80 clients, Age range: 18-54

**What Jackson County Legislative Districts are served by this program:**

**District 1:** Yes

**District 2:** Yes

**At-large District 2:** Yes

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**2021 Jackson County Outside Agency Funding Proposal**  
**Budget as Awarded**  
**Operation Breakthrough, Inc.**  
**Family Therapy**

Operation Breakthrough, Inc.  
Family Therapy  
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Direct Program Support				
Name	Description	Total Expense	Amount Awarded	Percent
Program Staff Salary	Adult Therapist	\$59,574	\$18,573	31%
				%
Direct Expense Totals		\$59,574	\$18,573	
Indirect/General Operating Support				
Fringe Benefit (Only FICA/Insurance-Max 10% of Salary Request)	FICA insurance for Adult Therapist	\$9,929	\$398	04%
				%
Indirect Expense Totals		\$9,929	\$398	

**Total 2020 Program Budget Award: 18,971**

Program sustainable without Jackson County Funding	No
Total Cost to Run Program WITHOUT Jackson County Funding	\$59,574
Cost/Participant	\$237.14
JACO Funding/Total Program Cost	%



WORK AUTHORIZATION AFFIDAVIT

As a condition for any service provided to the County, a business entity shall, by sworn affidavit and provision of documentation, affirm its enrollment and participation in a federal work authorization program with respect to the employees working in connection with the contracted services.

Business entity, as defined in section 285.525, RSMo pertaining to section 285.530, RSMo, is any person or group of persons performing or engaging in any activity, enterprise, profession, or occupation for gain, benefit, advantage, or livelihood. The term "business entity" shall include but not be limited to self-employed individuals, partnerships, corporations, contractors, and subcontractors. The term "business entity" shall include any business entity that possesses a business permit, license, or tax certificate issued by the state, any business entity that is exempt by law from obtaining such a business permit, and any business entity that is operating unlawfully without such a business permit.

Every such business entity shall complete the following affidavit affirming that it does not knowingly employ any person who is an unauthorized alien in connection with the contracted services. The completed affidavit must be returned as a part of the contract documentation.

This affidavit affirms that **Operation Breakthrough, Inc.**, is enrolled in, and is currently participating in, E-verify or any other equivalent electronic verification of work authorization operated by the United States Department of Homeland Security under the Immigration Reform and Control Act of 1986 (IRCA); and, **Operation Breakthrough, Inc.**, does not knowingly employ any person who is an unauthorized alien in conjunction with the contracted services.

In Affirmation thereof, the facts stated above are true and correct. (The undersigned understands that false statements made in this filing are subject to the penalties provided under section 575.040, RSMo.)

[Signature]  
Authorized Representative's Signature  
CEO  
Title

Mary Esselman  
Printed Name  
3/6/21  
Date

Subscribed and sworn before me this 6th day of MARCH, 2021. I am commissioned as a notary public within the County of CLAY, State of MISSOURI, and my commission expires on 9/22/2021.

[Signature]  
Signature of Notary

3/6/2021  
Date



CHERYL L. DUFFY  
My Commission Expires  
September 22, 2021  
Clay County  
Commission #13509638