Human Services Recommendations Report for 2001 –2003

King County, Washington

Developed by the King County Interdepartmental Human Services Team

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I. Executive Summary

A. Purpose of the Human Services Recommendations Report for 2001-2003

The King County Human Services Recommendations Report (HSRR) expresses the County's intended direction in human services for the three-year period 2001-2003. The requirement for the HSRR resides in the *Framework Policies for Human Services*, adopted by the King County Council in September 1999 (Ordinance 13629).

The HSRR is essentially a blueprint for how the *Framework Policies* will be put into practice. On an ongoing basis, King County examines the trends and issues related to the well being of its residents. The HSRR is an opportunity to report on those findings, and recommend any potential changes in roles, funding, or areas of emphasis that the County should pursue as a result. The *Framework Policies* also lay out certain parameters for the use of discretionary local funds (current expense), and the HSRR assesses the extent to which the funds are being used appropriately. It is important to note that the majority of County funds for human services (nearly 80%) are funded through state, federal, and other revenue sources to provide mental health, drug and alcohol, homeless, and other services. The HSRR was developed through a King County interdepartmental effort, and sought the input of the community and various external stakeholders in its development.

B. Key Findings

- Based on recent assessments of the strengths and needs of King County communities, the five community goals (page 7) continue to be appropriate to guide the County's human services investments.
- Based on a review of the human services areas in which the County invests (as detailed in the HSRR), program areas supported by the County appear to be appropriate given the parameters laid out in the *Framework Policies*.
- New mechanisms are in place to ensure programs are focused on outcomes (results), not just units of service provided. A system of ongoing evaluation to improve program quality and results is also in place, and several evaluations were completed in 1999. The County needs to continue efforts to coordinate outcome and data reporting with other human service funders.
- As required by the *Framework Policies*, the County has established an Interdepartmental Human Services Team and has shifted to an integrated approach to working with communities to address human service issues and build stronger communities and families.
- On August 7, 2000, the King County Council unanimously voted to approve the Phase II Juvenile Justice Operational Master Plan (JJOMP). The JJOMP makes recommendations to implement seventeen options to improve the juvenile justice system for youth—to *emphasize prevention, intervention, and alternatives to the use of secure detention for juvenile offenders.* "Some of the proposed initiatives save money" states the plan. "These savings should be reinvested in strategies that further reduce the workload of the juvenile justice system and avoid the cost of constructing a new detention facility." One recommendation pertains to strengthening the community-based system of services for high-risk youth. The JJOMP intersects with the work of the Human Services Recommendations Report for 2001-2003 with a focus on human service areas that help reduce the impacts on the criminal justice system.

C. Recommendations for 2001-2003

King County's Regional Role

The HSRR focused on two service area priorities of King County's regional role for an in-depth review: Family Support/Early Childhood and Youth Services. Most programs funded by the County—just under fifty percent of local human service funds—falls into two service categories: Family Support/Early Childhood services (about $4.5 million per year) and Youth Services (also about $4.5 million per year). County services are targeted to children, families and communities most in need; and coordinate with communities, agencies and others to help build a strong network of services to support families and communities.

This significant investment in County resources demonstrates the importance of services that promote the healthy development of children and youth to prevent involvement in the juvenile justice system, or later in the adult justice system. A well-documented fact states—it is much more cost effective to take steps to prevent, than it is to later correct.

Family Support and Early Childhood Recommendations for 2001-2003

Recommendation 1	*King County will continue to support model family support and early childhood programs.*
Recommendation 2	*King County will continue to forge partnerships in support of inclusive, quality, accessible and affordable childcare.*
Recommendation 3	*King County will explore expansion of home visiting programs for parents of newborns.*
Recommendation 4	*King County will strengthen internal and external coordination for family support and early childhood services.*

Youth Services Recommendations for 2001-2003

Recommendation 1	*King County will track and evaluate the various community-based "service linkage models" now being piloted for high-risk youth, and identify the model(s) most able to demonstrate an impact on the juvenile justice system. The most successful will be considered for possible continuation/expansion, and/or replication.*
Recommendation 2	*King County will continue participation in subregional partnerships to promote improved, better coordinated responses for at-risk youth. A priority in the implementation of subregional human service plans for County discretionary funds will be to address needs of at-risk youth and their families*
Recommendation 3	*King County will foster a regional perspective to address youth recreation issues, and continue to support youth recreation and education programs for youth in unincorporated King County.*
Recommendation 4	*King County will strengthen internal and external coordination for youth services.*

King County's Local Role

King County has an important role and responsibility as the local human service provider for unincorporated King County. HS-2 from the *Framework Policies* states: *King County's local role in human services shall*

be to help ensure that residents of unincorporated areas (both urban and rural) have access to a broad spectrum of human services, and to provide directly for those services…"

During the 2001-2003 period, one area of review in this local service role will be to focus on aging services in King County. The Aging Program Funding Policy and Allocation Plan was adopted by the King County Council in 1983 to serve unincorporated areas and small cities. The HSRR has a Brief Review of current Aging Services with a recommendation for an in-depth review of the County's program with attention to both senior centers and adult day health.

King County will continue reviewing all services for unincorporated areas as mentioned in the Brief Review of Unincorporated Areas. Another important local role in the unincorporated areas is recreation programs for youth, addressed in the Youth Services section of the report.

D. Conclusion

- The Family Support and Early Childhood Services recommendations focus on services to families most at-risk, promote best practices, and a strong countywide infrastructure. All Family Support and Early Childhood programs will incorporate family support principles.

- The Youth Services recommendations focus on services to promote the positive development of youth by working with the subregions on the goal of reducing youth involvement in the juvenile justice system. Driving the County's interest in this issue is our expressed desire to not build additional jails and detention facilities. It is a high priority for the County's investments in human services to prevent involvement in the criminal justice systems. This is not the *sole* priority, but it is a guiding one.

  We do not believe that, by focusing on *outcomes* that relate to the justice system, our approach to service delivery should be, or will be, "problem-focused." On the contrary, strength-based approaches and asset building among youth clearly can prevent justice system involvement.

- Recommendation #4 in both service areas outlines the internal and external next steps to carry out the recommendations. Lead County agencies have been identified—Family Support and Early Childhood Services, King County Children and Family Commission; and Youth Services, Community Services Division—to lead both the internal work groups and subregional community process.

- In other service areas, the County will continue working with its partners in subregions to establish and carry out mutual human service priorities. This work will build on the strategies identified through the Subregional Strategic Planning process (see Appendix E).

- The County also will focus on ways to enhance and better coordinate its technical assistance to cities, providers, coalitions, and other groups to promote development of human service infrastructure. One area is to provide greater technical assistance to identify grant opportunities and assist in developing proposals.

- As the County implements the Human Services Recommendations Report for 2001-2003, it will be important to review 2000 census data. Once census data is received, another social and health indicators report that accesses the health and well being of people and communities in King County will be completed—*Communities Count 2002.* Tracking demographic data and trends in the social and health indicators of the County provide valuable information to inform local and regional actions and funding.

The upcoming three years pose many challenges to King County and its partners in human services. Complex service systems, lack of funds, and changing roles of the state and federal governments all create challenges. A basic philosophic shift is taking place, however, in thinking about how communities and families create supportive environments. Using community-based approaches to build on strengths—rather than focusing on problems or deficits—is an important new direction that King County is committed to promoting.

King County's Community Goals:

- *Food to eat and a roof overhead*
- *Supportive relationships within families, neighborhoods, and communities*
- *A safe haven from all forms of violence and abuse*
- *Health care to be as physically and mentally fit as possible*
- *Education and job skills to lead an independent life*

II. Introduction

King County is home to 1.7 million residents living in diverse communities throughout our urban, suburban, and rural areas. Over the past few years, King County has been exploring—through a dynamic process that has included citizens, local governments, and providers of human services—how we can help build even stronger families and communities.

A. Purpose of the Human Services Recommendations Report

The King County Human Services Recommendations Report (HSRR) expresses the County's intended direction in human services for the three-year period 2001-2003. Using the overarching goals and policies established in the 1999 King County *Framework Policies for Human Services*, the HSRR serves as the more detailed blueprint for how those policies will be put into practice.

The recommendations of the HSRR are built from ideas, issues, and concerns raised in the community. We are fortunate to have extensive information about the strengths and needs of various communities, along with their strategies for building stronger communities. Some of this information was generated from interviews, surveys, and task forces sponsored by King County over the past few years. We also reviewed and built on the work already done by others: community groups, civic organizations, cities and towns, United Way, and many others involved in bringing together interested parties who care about making their communities better places to live.

King County examined the results of these efforts in light of our particular roles, policies, and available resources; the HSRR essentially explains what pieces of the human services partnership King County will be involved in, why, and how. We take care to highlight and explain any proposed changes from our current approaches.

HSRR focuses primarily on the use of local revenues for human services

While the HSRR briefly describes the overall context of human services across King County departments and offices, its intent is primarily to provide direction on the human service activities that the County supports with its local revenues, called current expense (CX) and criminal justice (CJ) funds. It is important to keep in mind that each year the County receives millions in federal and state revenues for a variety of health and human services which we are mandated to provide, and the use of those funds is typically detailed in separate documents as required by our funders. Within the Department of Community and Human Services budget, nearly 80% of the human services programs are funded from sources (state, federal, and other resources) outside of King County local funds. These revenues fund mental health, substance abuse treatment, developmental disabilities programs, homeless and housing programs. We work carefully to coordinate the use of those funds with the use of local funds.

Prior to the HSRR, King County's use of current expense funds for human services was guided by the "Strategic Plan" for 1998-2000 generated by the King County Community Services Division, Department of Community and Human Services. Through the development of the Strategic Plan and its counterpart that

guides the use of federal funds—the Consolidated Housing and Community Development Plan—the County established its subregional-based approach to working with residents, other governments, service providers, and the private sector around human service solutions. The strategies laid out by the subregions in the "Strategic Plan Subregional Summary" are detailed in Appendix E, and the County will continue to work with its subregional partners to support their implementation.

The Outlook: Challenges and Opportunities Ahead

Many challenges and choices affect the nature and level of County support for human services in 2001-2003. In the 2000 budget, the County Council reduced current expense-funded human services by $359,000, in part due to the passage of Initiative 695. While we cannot predict what the future holds for the County's human service funding for the next three years, it appears likely that we will continue to face serious constraints on the current expense budget, and human services may continue to be at risk along with other County services.

For 2000, the King County current expense fund totals $450 million, with 64 percent to be spent on law, safety, and justice purposes, and 6.6 percent on health and human services (the other major uses of CX include physical environment and general government expenditures). After public health, the human service areas supported with the largest share of discretionary current expense funding are youth services (about $4.5 million per year), family support/early childhood services (also about $4.5 million per year), capital funds for affordable housing (about $3.7 million per year), domestic violence services (about $2.5 million per year), and employment assistance for youth and adults (about $2 million).

The HSRR for 2001-2003 is designed to provide focus and direction to the County's human service investments during that time period, and the priorities and emphases laid out in this plan will help guide our actions should any increases or decreases in funding need to be accommodated.

Our Partnership Role More Critical Than Ever

Despite the funding challenges we face, this is nonetheless a time of significant opportunity and change in the human services field. Although the funding resources are limited, the County plays many other roles in human services—planner, advocate, and fund developer. One opportunity lies in the application of research findings: a great deal is now known about what works and what does not, and the County can be a catalyst in helping to bring "best practice" information and approaches to the local human service systems. Another opportunity rests with the private sector and various grant resources, which are playing a much larger role than ever in supporting the social safety net. How the County's systems help leverage and intermingle with that potential support is very important.

In addition, King County administers major streams of money from the state and federal government for mental health services, drug/alcohol services, employment assistance, services for people with developmental disabilities, homeless assistance, public health services, affordable housing, and more. We also have responsibility for the juvenile and adult justice systems. In all of these areas, we do have some flexibility within our mandates to help shape services and systems that are more effective and responsive to communities.

Finally, communities have indicated interest in having the County play a greater role in helping to build infrastructure for human service responses through positive partnerships with suburban cities and others. The County should maintain its participation in the community-based planning tables active in various subregions of the County, and work cross-departmentally to see how we can bring to bear our resources in

parks, transportation, corrections, economic development, health, and other areas—not just human services—to help communities create the kind of safe, livable environments they envision.

B. Process to Develop the HSRR

In February 2000, King County began its work to implement the *Framework Policies for Human Services*. It is an interdepartmental effort, organized by the Department of Community and Human Services. We have taken the following steps:

1. "Phase I" HSRR Was Developed for 2000

The first HSRR (referred to as "Phase 1") for 2000, was adopted by the King County Council in March 2000. It was a special HSRR requested by the King County Council that detailed the plan for the King County Community Services Division to release a Request for Proposals for a portion of its current expense funds. This was done in order to begin the review of services funded against the *Framework Policies*, and to accomplish a necessary $300,000 budget reduction as directed in the County's adopted 2000 budget. The RFP process was held in the spring, with $564,700 available for the remaining seven months of the year. The accelerated timeline of the RFP process, however, concerned the provider community, many of whom expressed concerns about the speed and confusion of the RFP. The Community Services Division gathered extensive feedback that will be used to strengthen any future RFP processes.

2. "Phase 2": HSRR for 2001-2003

(a) Interdepartmental Team Formed

In February 2000, representatives of the various departments in King County involved in human services formed the new "King County Interdepartmental Human Services Team. (IHST)." They include:

- Department of Community and Human Services
- Department of Parks and Recreation
- King County Children and Family Commission
- Department of Transportation
- Office of Regional Policy and Planning
- Budget Office
- Superior Court
- Public Health—Seattle & King County
- King County Council

The IHST is coordinating the process of reviewing current King County human service investments against the *Framework Policies*.

(b) Focus Areas Selected for 2001-2003

To make our review of the County's human services more manageable, the IHST broke the task down into eight service areas. Because a meaningful review of the County's role in each of these areas is a time-consuming process, the IHST decided to focus initially on two service areas: Family Support/Early Childhood Services and Youth Services. These two areas have the largest amount of discretionary current expense funding and are a funding priority for King County. The other six areas will be reviewed briefly to assess how well they support the *Framework Policies*.

In-depth Review:

Family Support and Early Childhood Services
Youth Services

Brief Review:

Domestic Violence/Sexual Assault
Aging Services
Basic Needs/Information and Referral
Employment
Unincorporated Area Services
Health Care

(c) Subgroups Formed for In-depth Reviews

As a first step of the in-depth review, we formed two subgroups (internal to King County) to understand the nature and extent of the County's current activities in family support, early childhood, and youth services. The subgroups examined relevant plans and needs assessments, and considered how King County could better support improved services for children, youth, and families most in need.

(d) Community Input and Discussion

In May 2000, the Interdepartmental Team compiled the work of the subgroups and their initial thinking, and prepared a "Discussion Issues" document designed to stimulate open community discussion about the County's focus in human services for 2001-2003. The Discussion Issues paper was distributed broadly, and representatives of various County departments attended many human service meetings in the community to discuss openly the ideas and issues. The feedback we received directly informed the direction laid out in this report.

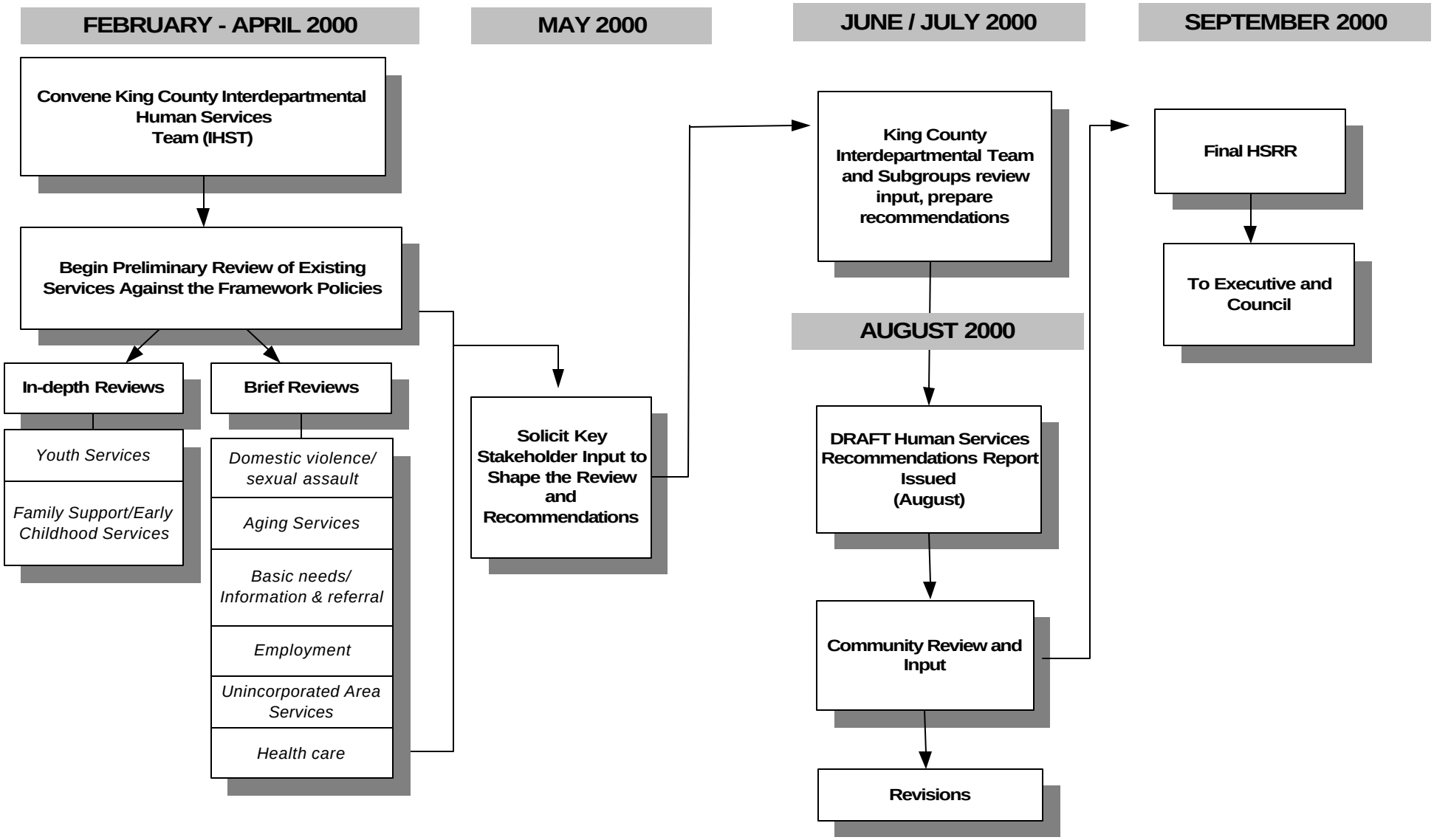
(e) Timeline

The graphic at the end of this section provides an overview of the process used to develop the HSRR for 2001-2003.

C. Citizen Oversight

The *Framework Policies* established the **King County Children and Family Commission** as the entity which provides oversight and review of the HSRR. Commission staff have been closely involved in the development of the Phase I HSRR for 2000, as well as in this report for 2001-2003. They reviewed and commented on the overall approach, and participated closely in the work of the in-depth reviews on children, youth, and families. Commission staff reviewed the recommendations of this report against the guidance of the policies, and have issued a separate statement to the Executive and the Council regarding their assessments of the extent to which the HSRR furthers the expressed intent of the adopted policies.

PHASE II King County Human Services Recommendations Report



III. King County and Human Services

A. Community Goals

Through the *Framework Policies*, King County adopted the following five community goals to guide its investments in human services. All people of King County should have:

- Food to eat and a roof overhead
- Supportive relationships within families, neighborhoods, and communities
- A safe haven from all forms of violence and abuse
- Health care to be as physically and mentally fit as possible
- Education and job skills to lead an independent life

All human service investments made by King County should help achieve the Community Goals. The goals were developed through a community process led by United Way of King County; since adoption of the goals, several other local governments in the County are also using them to guide and assess their efforts in human services. Through this coordination, our communities as a whole will be able to gauge how well these goals are being met through our collective efforts. See Chapter IV. for more information on results.

B. The Scope of the County's Human Services Involvement

As described in the *Framework Policies*, King County is in a unique position to help address the human services needs of its residents. The County acts as a planner, a partner, resource developer, and a funder of human services, and is one partner among many in our region playing these roles.

Regional and local roles

The County views itself as having both a regional role in human services, and a local role. On a **regional** basis, the County helps assure access to a range of prevention, intervention, and rehabilitative human services for residents of King County regardless of jurisdiction, with an emphasis on serving those most in need. For example, we help support regionally organized systems of support for people with mental illness and chemical addiction, for domestic violence services, for youth services, and more. On a **local** level, the County helps support those human services for unincorporated area residents which are organized and delivered on a local basis (such as senior centers, recreation programs, and food banks). As the sole local government for unincorporated areas, our role in human services is expanded for those residents.

Types of human services

King County invests federal, state, and local dollars into the following types of human services:

Mental health services (countywide)
Substance abuse services (countywide)
Developmental disabilities (countywide)
Veteran's services (countywide)
Public health services (countywide)

Employment services
Housing and community development
Basic needs/information and referral
Family support and early childhood services
Youth services
Domestic violence/sexual assault services
Aging services

The specific role that King County plays in each of these needs depends on what mandates we have, the roles that others play, and our level of funding. For example, the County administers the countywide mental health and substance abuse systems for low-income residents. For other needs, such as housing, we primarily limit our involvement to areas of the County outside Seattle because Seattle receives a separate funding stream. Other needs, such as the domestic violence response, are jointly supported by a variety of federal, state, and local resources.

Partnerships: Countywide and Subregional

Due to the complexity of the organization and funding of human services, the County coordinates closely with other funders and providers, and will continue to do so in the years ahead. We are involved in many planning efforts, sometimes around particular issues and sometimes around particular geographic areas. We also coordinate through regular interactions with a variety of human service provider coalitions and planning tables involving elected officials and United Way of King County.

As the County goes about carrying out the recommendations in this report, it will continue to build on the helpful partnerships it has established with other human service stakeholders. The Strategic Plan process, the results of which are summarized in Appendix E, sheds particular light on the value of the subregionally based approach. We will focus on expanding those partnerships to include departments and divisions of King County other than just the Community Services Division. This holistic approach to working with communities is needed in order to promote true building of community from the "ground up." King County views itself as a partner and a resource in this effort, not as the primary director.

IV. The Difference We Make: Progress Report

A. Ensuring a Sensible Use of Resources

Among the most fundamental questions regarding County investments in human services are the following: "Are we making good use of taxpayers' money? Is our work in human services making any difference?" To answer these questions, we examined them from both a broad perspective of whether funds are being applied toward appropriate issues, and from a more specific angle of whether the agencies and programs receiving County funds are achieving results that support progress in the five community goals. This section examines our progress by responding to the following three questions:

1. ***Are we directing resources and attention to the most appropriate issues***, given the larger picture of human service trends in our region? Do the five community goals adopted in 1999 continue to be appropriate goals in which the County should invest?

2. ***What kind of positive results are King County funds making toward improving the lives of residents***? That is, what kind of progress is being made in the five community goals as a result of the County's investments and other actions?

3. ***Are individual programs funded by the County doing a good job?*** To what extent are they evaluating the results of their activities, such that they can show how they are achieving measurable results that help make progress in the larger community goals?

King County is pleased to report that, through the support of our partners in the community, we have made considerable progress in the past year. Not only are the responses to the above questions quite favorable, we have also taken steps to allow us to answer them more clearly and with better information. We still have work to do in the arena—measuring the impact of social change is not simple, given the complexity of the problems and the multitude of entities involved.

1. Are we directing resources and attention to the most appropriate issues?

Yes: based on indicators of our community's health and social well being, and on the results of many assessments of communities' strengths and needs, the County's five Community Goals continue to be appropriate and valid ones to drive our work for the next three years.

Social and Health Indicators Report. For the past several years, King County, through the leadership of the Children and Family Commission and participation of Public Health and the Community Services Division, has been among partners in the community working to develop an indicator report that assesses the health and well being of people and communities in King County. "Communities Count 2000: Social and Health Indicators Across King County" was issued in June 2000, and distributed to households in the region through a *Seattle Times* newspaper insert. The report offers a perspective on a common set of social and health indicators that will be tracked over time to follow changes in residents' health and well being. This information is a valuable resource to inform local and regional actions and funding.

The extensive report offers a status report in four major areas:

Basic Needs and Social Determinants of Well Being

This category of indicators includes the crucial social, economic and environmental ingredients in our lives—everyone needs food, housing, income, social support, fairness and social acceptance. Primary findings are:

- While few (5%) King County residents have concerns about getting enough food for themselves or their family, many have difficulty finding the money for monthly rent or mortgage payments. The housing affordability gap for median income homebuyers has increased throughout the 1990s, and only one in three rentals in King County was considered affordable in 1999.
- Based on 1990 census data, as many as one in five King County residents lived in a household with below livable wage income. Once data from the 2000 census is available, this figure can be updated.
- Income inequity has been increasing in King County throughout the past decade, as it has been for the United States.
- While 1999 survey data show that most King County adults report high levels of social support from family and friends, seniors receive less than younger residents, people earning less than $50,000 a year receive less than those whose incomes are higher, and people who are African American, Native American and Asian American-Pacific Islanders receive less social support than whites.
- Almost 30% of King County residents report that they are experiencing discrimination in a variety of settings. One in three has experienced recent unfair treatment based on their gender, 19% experienced discrimination based on their race, 19% based on their socioeconomic status, and 16% based on their age. More people of color than whites experienced discrimination, more women than men, and more young people than older people.

Positive Developments Through Life Stages

This category of indicators focuses on important ingredients of learning and healthy development from early childhood to the senior years.

- Not all people of working age are able to spend time with their children, other family members, or friends, because of the demands of their work schedules.
- While 70% of respondents in households with young children reported that the children were read or told stories to on a daily basis, the percentage varies by education level of respondents. Eighty-three percent of college graduates reported daily reading, while only 50% of people with a high school education or less read to their young children every day. The south region did not fair as well on this indicator as other regions, and Seattle did better than the other three regions. Three in four survey respondents who were part of a couple reported daily reading to their young children compared to only half who were not in a couple relationship.
- Approximately two-thirds of respondents with children who were using child care arrangements expressed satisfaction. Cost and quality of care were the main reasons for dissatisfaction. Child care typically costs over 25% of income for low-income families.
- King County public school 4th graders have made progress towards meeting the state standards for math, reading, writing, and listening, since assessment began in 1997. Students in Seattle and school districts in South King County have progressed but have not done as well as school districts in North and East King County.
- High school-age youth in four King County school districts reported having only 20 or fewer of the 40 developmental assets measured in the Search Institute asset survey. The more assets our youth have the

more likely they are to engage in positive behaviors and the less likely they are to participate in risky behaviors, such as alcohol, tobacco, and other drug use.

- Adults need a balance between work and leisure and 80% of King County adults reported that they were very or somewhat active in at least three life-enriching activities. This percentage was higher among those with higher levels of education.
- Seniors were significantly less likely to be involved in life enriching activities than people in younger age groups.

Safety and Health

These indicators provide details on environmental conditions and behaviors that contribute to our health as well as some specific health outcomes.

- The majority of King County residents do not worry about safety in their neighborhoods, but those who do are concerned about children's safety.
- The overall crime rate in King County has decreased significantly from a high of 93 crimes per 1,000 in 1987 to a low of 68 in 1998. Both major violent crime and property crime have been decreasing.
- Family violence, as well as the generational cycle it creates, is still of great concern. Between 1996 and 1998, 20% of murders, 10% of rapes, 28% of aggravated assaults, and 50% of simple assaults in King County involved domestic relationships. An average of 12,296 domestic violence offenses was committed each year during this period.
- Infant mortality and teen births are both declining, but both remain higher in areas of the County where there is more poverty.
- Stress is reported less frequently by residents who earn more than $50,000, have a college degree, are white, and are in middle age groups.
- Use and abuse of alcohol and tobacco remain problems countywide. Youth and people of color report higher levels of tobacco use. Males, whether youth or adults, are more likely to participate in binge drinking.
- The proportion of adults who are overweight and obese is increasing in King County.
- Approximately 11% of King County adults under the age of 65 do not have any health insurance coverage. The percentage of uninsured goes up to 28% for those making less than $15,000 and down to only 3% of households with an income of $50,000 or more.

Community Strengths

These indicators reflect forces in the environment that contribute to community health—cohesion, involvement, service to others, environmental justice, and easy access to services. These measures have been collected for the first time in King County, so the information is baseline and there is no point of comparison.

- A sense of neighborhood social cohesion among King County residents varies by many subgroups within the population. People who are young, male and non-white report less cohesion than others do. People who have incomes of $50,000 or more, college degrees and a couple relationship, whether married or not, report more social cohesion than others.
- About 70% of all King County adult residents say they are active in at least one community organization, such as a neighborhood group, political group or civic club, parent-teacher association, religious group or congregation.
- Less than half of King County public school districts report practices that support student participation in community service activities.

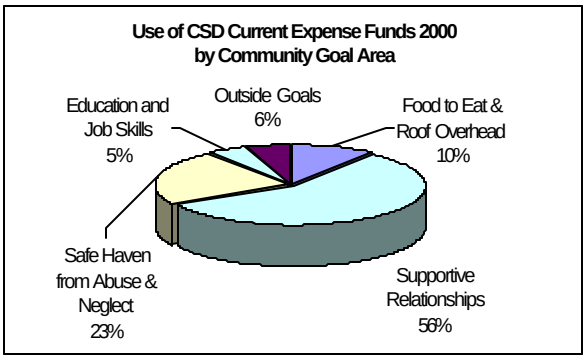
- Fewer than one in three employers report that they have formal policies regarding employee participation in community services.
- There was a total of 2.2 million pounds of toxic chemicals released into the air by major manufacturing facilities in King County in 1997. Approximately 410,000 pounds (nearly 20%) of these chemicals were potential cancer causing substances.

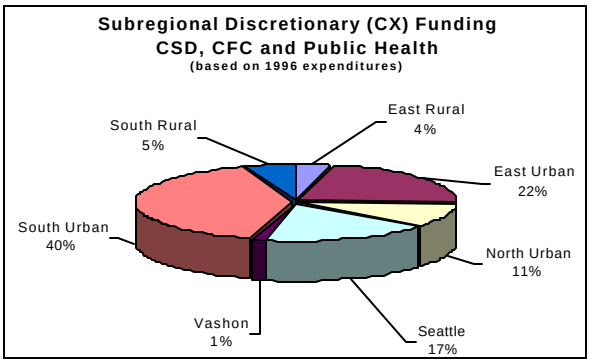
Strategic Plan and Consolidated Housing and Community Development Plan. A major piece of input into the County's work in human services includes the results of two major, community-based assessments: the subregional strategic plan and the federally required Housing and Community Development Plan. These plans confirmed the serious problems with affordable housing, domestic violence, alcohol and substance abuse, lack of childcare and parenting programs, lack of youth activities, and other concerns. Again, these results support the importance of continuing to use County resources to generate positive outcomes in the five community goals.

2. What kind of positive results are King County funds making toward improving the lives of residents?

As a result of County investments in the five community goals in 1999, many positive results (outcomes) were experienced by residents and communities.

Each human service program funded by King County indicates how it helps make progress in one or more of the five community goals. The first chart below shows the current distribution (approximate) of current expense funds for 2000—$11 million—within the DCHS Community Services Division. CSD allocates the majority of the discretionary CX resources for human services. The second chart shows the Subregional Discretionary (CX) Funding distribution throughout King County based on 1996 expenditures.





Note: "Outside Goals" refers to funds used for Unincorporated Area Councils, agriculture and natural resource activities and other services.

In addition to the funds reflected in the above chart, CX funds from many other County departments also help make progress in the community goals. Children and Family Commission programs and many Parks & Recreation Department programs, for example, promote "supportive relationships." The $3.7 million in the Housing Opportunity Fund makes progress in "food to eat and roof overhead." And the approximately $900,000 in the King County Jobs Initiative supports the "education and job training" goal. While the County is not yet able to collectively track results across departments, each program does include performance measures that show them to be effective.

Results[1]

The table below offers a sampling of the specific results that are taking place in our community as a result of the County's role in human services.

Community Goal	Outcome Highlights
Food to eat and a roof overhead	***Signs that residential stability is being increased for the families and individuals served*** ▪ 95 percent of the families served at a transitional housing program moved into permanent, affordable housing. ▪ Over 7,900 low-income families were provided with affordable housing. ▪ Of youth receiving emergency shelter services in 1999, 43% went to a more stable living situation when they left the shelter.
Supportive relationships within families, neighborhoods, and communities	***Signs of stronger ability to resist negative behaviors*** ▪ Teenage parents served in the Young Family Independence Program had half the repeat pregnancy rate of teen mothers nationally. ▪ A youth detention intervention program saved 1,053 days of detention time. ▪ Developmental assets are strengthened in participants of Park System youth, teen and family programs through positive family communication, supportive relationships with non-parent adults, and constructive use of time and service to others. Participants in youth and teen programs provide community service by volunteering at special events (carnivals, Heritage Festival, etc.) mentoring opportunities, and parks beautification projects. In 1999, 800 family members attended one of thirteen Family Night events offered throughout King County.

[1] Outcome examples are from "Report Card for the Department of Community and Human Services: Community Services Division," April 2000 unless otherwise noted.

A safe haven from all forms of violence and abuse	***Signs that victims are getting effective support*** ▪ Of the women who received domestic violence services in 1999 (among 15 county-funded programs), 82% stated their level of personal safety showed much or some improvement. Ninety-five percent said their overall situation had improved. ▪ Of the adult sexual assault victims in a crisis intervention program, 92% said that services they received increased their ability to cope with assault.
Health care to be as physically and mentally fit as possible	***Signs that health care problems are being addressed*** ▪ King County residents are healthier than the average American. King County had lower rates of death from heart disease, lung cancer, chronic obstructive pulmonary disease, motor vehicle crashes, homicides, and sexually transmitted diseases. Rates for childhood immunization are among the highest in the nation. (*Health of King County*, Public Health—Seattle & King County, August 1998). ▪ Every year, King County has increased the number of persons receiving mental health services. In 1999, a total of 28,789 persons received a wide range of services, including individual, group, and family therapy; case management; emergency/crisis intervention; vocational services; medication management; and assistance with housing and other supports. (*Annual Report* 1999, Department of Community and Human Services)
Education and job skills to lead an independent life	***Signs of adult and youth employment and training*** ▪ At an internship program for youth at risk of dropping out of school, 92% of participants remained in school, 89% successfully completed their internships, and 54% gained employment. ▪ King County Jobs Initiative, an adult employment and training program for low-income residents in South King County has served over 535 residents—61% placement rate; 70% job retention rate (clients in jobs for one year after placement); and an average wage rate of $9.73 per hour.

3. Are individual programs funded by the County doing a good job?

Mechanisms are in place to ensure accountability both in terms of basic contract compliance as well as in effectiveness of the program. Most programs report outcomes as well as units of service provided, although we continue to work with agencies to strengthen their outcome focus. As a result of independent program evaluation in selected areas, we are able to document positive outcomes and/or make appropriate program changes.

Meeting Contract Requirements

- King County contracts with community-based organizations to provide most human services. (The largest exception is public health.) Standards are in place to ensure that each agency under contract to the County is meeting its contractual requirements. Periodic on-site visits are conducted of agencies receiving County funds.

Evaluating Effectiveness

- Agencies that receive funds from King County are required to describe the goal of their programs and the outcomes that will result from their activities—not just units of services provided. These outcomes must, in turn, support one or more of the five community goals. Most but not all of the programs are expressing and tracking outcomes. While some agencies are very sophisticated and have systems in place, some of the smaller ones need further training and technical assistance, and other support (such as computer software and hardware). County staff continue to work in partnership with agencies to strengthen their ability to design logical program structure and track the results of their work.

- The Community Services Division is currently developing a database that will support its 2000 report card which will document outcomes, outputs and indicators. Currently systems exist that provide this documentation for childcare, domestic violence, and youth shelters. The Community Services Division is working with the City of Seattle on outcomes alignment, including a common set of demographic indicators for contractors. There will be common outcomes for each line of business such as youth shelter, senior services, etc.

- In the spring RFP issued by King County, applicants were evaluated, in part, on the projected outcomes of their programs.

- In addition to tracking outcomes, outside evaluations are conducted on selected programs each year for a more rigorous assessment of program practices and results; this information leads to program modifications where appropriate. The results of the evaluations have been highly positive and have informed ongoing improvements in program design. In 1999, county-sponsored evaluations were completed for the following programs:

  <u>Reaching Back-Giving Back</u> (now the Royal Project)
  This is a program with the objective of reducing the disproportionate involvement of African American youth in King County's juvenile justice system. It was redesigned two years ago when the previous evaluation indicated that the program was not effective in retaining youth or in reducing their juvenile justice involvement. Under a new agency, the Society for Council Representing Accused Persons, the program showed positive results in its latest incarnation. The most significant findings were that the program saved 1,053 days of detention time and that participants had 132 fewer subsequent court referrals than expected based on their prior criminal history.

  <u>Young Family Independence Program</u>
  The Young Family Independence Program (YFIP) has been operating for over a decade. It offers case management and a multitude of support services to teenage parents so that they can stabilize their lives and advance themselves. This program has been evaluated multiple times with the latest evaluation occurring in April 1999. Its conclusions were: 1) participants exhibited significant educational progress; 2) the majority of participants left the program with positive employment

outcomes, 3) most participants did not achieve economic self-sufficiency; and 4) a relatively small portion of participants had repeat pregnancies while in the program.

Veterans Post Traumatic Stress Disorder Program
This program provides intensive counseling to war era and trauma exposed veterans and their family members so that they can maintain fully functional lives. Washington State has assigned an evaluator to this project who produces on-going analysis of program effectiveness. His most recent analysis has shown a multitude of positive outcomes, including 21% improvement in reducing participants' depression and 19% improvement in reducing their suicidal thoughts.

Opportunity Skyway Youth Training Outcomes Report
Within CSD's Work Training Program are several employment programs. One of these is Opportunity Skyway, a program sponsored by the King County International Airport partnership. Its purpose is to connect youth to career and recreational opportunities in aviation. The following outcomes were reported for the 50 King County Work Training youth who participated. Of those in the summer program portion, 96% completed work experience with positive work evaluation and attainment of some or all competencies. Of those in the drop-out prevention portion, 79% attained a GED and 67% went on to employment.

Promoting Culturally Competent and Relevant Service Delivery

King County is committed to promoting cultural competence and relevance in the delivery of human services. Internally, the County works with its own employees, offering a variety of training and education opportunities. Within the Department of Community and Human Services, for example, many employees have participated in "undoing racism" training sponsored by the People's Institute for Survival and Beyond. Employees have formed regular "brown bag" roundtable discussions, seeking ways to promote the undoing of institutional racism.

The County is also extremely concerned about the over-representation of youth of color in the juvenile justice system. The recommendations of the *Juvenile Justice Operational Master Plan* (JJOMP) include strategies for reducing this over-representation. The Oversight Committee of the JJOMP finds that "increasing participation in intensive intervention programs, expanding participation in diversion, and taking steps to increase access to, and appearance in, court will reduce disproportionality. To maximize the effectiveness of these and other initiatives, the Oversight Committee supports a comprehensive set of principles that promote culturally relevant training tools, community involvement in the design and implementation of options, and developing performance measures specific to disproportionality."[2]

Finally, King County partners on occasion with other funders, such as United Way, to provide cultural competence training opportunities. Please see Appendix C for a definition of cultural competence, as provided by the Minority Executive Director's Coalition.

[2] Executive Summary, Phase II Juvenile Justice Operational Master Plan, March 2000.

B. Outcome and Evaluation Work for 2001-2003

In 2001 and beyond, the County will continue its commitment to evaluation of CX and CJ funded programs. Areas of focus for 2001 are as follows:

1. Conduct program area evaluations for:

    - Emergency shelters for homeless youth (in collaboration with existing investigators at the City of Seattle)
    - Aging services
    - Veterans mental health services and the jail project

2. Provide training and technical assistance to programs so that they can articulate outcomes for the services they provide.

3. Strengthen outcome information systems within DCHS' Community Services Division to help us better track and articulate progress made in the five community goals.

V. Review of Existing County Human Service Functions

A. Approach to the Review

King County's initial approach to reviewing human services in light of the *Framework Policies* is being accomplished through two phases of work.

1. **An open competitive process for some current expense funds in the Community Services Division of the Department of Community and Human Services (Phase 1-completed).** In preparing its budget for 2000, King County faced difficult choices and human services were reduced by $359,000. To make that reduction, a Request for Proposal process was implemented by the Community Services Division, which took most ($300,000) of the reduction. Not all services funded by CSD were included in the RFP, only those for which there was not a clear link to past funding policies. The RFP process therefore constituted a first step in assessing county-supported services against those new policies.[3]

2. **Reviews of Service Areas (Phase 2).** The second and larger step in assessing the County's work in human services is through the review of service areas presented in this three-year Human Services Recommendations Report. Clearly, the County's role in various human service areas is complex, and a complete and detailed review of each service area was not feasible to undertake initially. In this HSRR, therefore, we divided the service areas into two groupings: those for which we would do an "in-depth" review, and those which would receive a "brief" review. For the in-depth review, we look closely at existing investments and the various issues that King County should take into consideration as it determines its role and priorities for the 2001-2003. For the brief reviews, we offer a summary picture of the current use of funds, any major issues, and recommendations for the County's work in this area in the next three years.

In-depth Reviews

Family Support and Early Childhood Services
Youth Services

King County's role in supporting children, youth, and families was selected as the primary focus for the 2001-2003 HSRR for three reasons. First, this is the area of the largest current expense investment in human services (roughly $9 million annually) compared to the other areas.[4] Second, these are service areas where there is perhaps the least cohesiveness and clarity around the County's role. Funding for a variety of initiatives and programs has cropped up over the years, resulting in a valuable but disparate set of activities and roles. In the *Framework Policies*, the Council expressed the importance of balancing our investments in prevention and intervention activities, but with that comes the need to ensure that those activities are doing all they can to prevent involvement in the juvenile and adult justice systems. Third, and most important, there

[3] Prior to the RFP process, for example, CX funds were supporting some recreation-type services in incorporated areas. This is not allowed per the Framework Policy #HS-15.
[4] With the exception of Public Health services. Since the planning for public health occurs through the health department, it does not receive extensive treatment in the HSRR.

is a great deal of new research results and best practice information that should be taken into account in reviewing how County funds in this area are used.

Brief Reviews:

Domestic Violence/Sexual Assault
Aging Services
Basic Needs/Information and Referral
Employment
Unincorporated Area Services
Health Care

For each of these areas, we provide a summary view of the County's current role and the programs we support, along with key issues in that area which may affect the County's activities in the next three years. It should be noted that, during input gathered during the process to develop the HSRR, several people commented that the areas for which we are doing a "brief review" are critical County services and might be viewed as less valued than the areas for which we are offering an in-depth review. These service areas are, in fact, extremely important to King County. Their status as "brief" review is not meant to imply that they are not valued, critical service areas; it simply was not feasible at this time to examine all service areas with the same intensity as we examined our family support, early childhood, and youth services.

B. In-depth Review: Family Support and Early Childhood Services

"Many things we need can wait, the child cannot. Now is the time his bones are being formed, his blood is being made, his mind is being developed. To him we cannot say tomorrow, his name is today." *— Chilean poet Gabriela Mistral*

Emphasis for 2001-2003

Focus on promoting and incorporating family support principles in all early childhood and family support services supported by King County. Promote models that strengthen communities, families and children in ways that will encourage healthy development of children and prevent involvement in the juvenile justice system and later involvement in the adult justice system; ensure that services are targeted to children, families and communities most in need; and coordinate with communities, agencies, and others to help build a strong network of services to support families and communities.

1. Context and Considerations

The *Framework Policies* call for King County to examine its current investments in human services, including early childhood and family support services. A review of the County's work in this area is particularly timely given recent research findings related to early brain development. It has been proven that interactions with children in the early months and years of life are linked to the prevention of child abuse and neglect, stimulates the healthy development of children when parents are provided the proper parenting skills, and later prevents involvement in the criminal justice system.

The following issues are important considerations in shaping King County's role in this area for 2001-2003.

Our communities requested a stronger role from King County in early childhood and more support for families with children

In sharing the "Discussions Issues" draft with the community, many expressed a strong desire for King County to provide more leadership and resources for prevention and early intervention efforts, particularly with families and young children. King County does play some key roles in this area, notably through public health services and the leadership of the King County Children and Family Commission. We will continue to be an active partner, promote best practices, and work to integrate family support principles into all of the County's human services work.

In recent community assessments conducted by United Way, King County, and the Community Services Division, the need for more and better supports for parents with young children was clearly documented. Programs that are embedded in their communities contribute to the community-building process. Residents and service providers throughout the various subregions of the County consistently expressed a need for affordable childcare, for parent education and training, and for other early childhood supports. The community as a whole—including employers, schools, and governments—are necessary partners in the support of children and families.

Research findings show that early childhood and family support services are an effective approach to delinquency prevention

In recent years, studies conducted nationwide have found that the human brain does much of its development in a child's first three years of life. During this time, certain parts of the brain are in the process of being "wired," making the experiences in the early years of life critical to later learning, behavior, and health.

- The Syracuse University Family Development Research Program found that delinquency was reduced by 91 percent when families were provided home visits, early childhood education, and parent training and other human services. [5]

- In the Perry Preschool longitudinal study of two and four year olds in a quality preschool program, which included home visiting, results showed that preschool participants had an 80 percent lower incidence of becoming "chronic offenders" than the control group, saving an estimated $120,000 per participant in cost to crime victims as well as another $30,000 per participant in criminal justice savings.

These findings suggest that in early childhood there exists a critical, time-limited window of opportunity for both the reception of enriching and strengthening input, and for the infiltration of dysfunctional and destructive behavior. Once this developmental window closes, the mind has been wired or mapped to respond in a way that will forever affect the child throughout his or her life. Once mapped, a mind's ability to change or rehabilitate is both difficult and costly. Our community can maximize the window of opportunity for enriching input among high-risk families by promoting healthy child development through home visits, parent training, preschool and other programs. In short, the first five years of life may provide the most powerful opportunity for preventing delinquency.

Most effective strategies focus on the family and other caregivers

Because so much profound development occurs in these early years, effective prevention and intervention strategies focus heavily on the family. Shown to be effective are programs that work with families to mobilize formal and informal resources to support family development. The literature clearly shows that these kinds of programs, when carried out with the correct approach and intensity, have the ability to decrease child abuse and neglect and reduce later criminal activity. Among the principles to which such programs should adhere:

- Programs affirm and strengthen families; cultural, racial, and linguistic identities and enhance their ability to function in a multicultural society.

- All services are fair, responsive, and accountable to the families served.

- Programs are flexible and continually responsive to emerging family and community issues.

- Staff and families work together in relationships based on equality and respect.

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[5] Lally, J.R., Mangione, P.L., & Honig, A.S., "The Syracuse Family Development Research Program: Long-Range Impact of an Early Intervention With Low-Income Children and Their Families," in Parent Education As Early Childhood Intervention: Emerging Directions in Theory, Research and Practice, D.R. Powell (Ed.) (Norwook, NJ: Ablex Publishing Corp., 1988).

- Staff enhance families' capacity to support the growth and development of all family members – adults, youth, and children.

- Families are resources to their own members, other families, programs, and communities.

- Programs are embedded in their communities and contribute to the community-building process.

- Practitioners work with families to mobilize formal and informal resources to support family development.

These principles are about empowering families to get involved in the process of helping themselves with the problems and challenges that they face.

There are several early childhood initiatives underway in the community

No one government or organization alone has the ability or resources to meet the needs of King County's families. Fortunately, the various partners involved in early childhood issues tend to work closely with one another. Among the current initiatives:

- *United Way of King County's Children's Initiative*, launched in 1999, is a critical project that has brought together the major stakeholders to craft an ambitious agenda "to mobilize our organizations and the community to better support children/youth and families." This may be a catalyst for major system improvements, better coordination, and new resources.

- *Seattle* has been a local leader in promoting family support, through such efforts as Project Lift Off, and the many programs that are supported through the Families and Education Levy. Seattle currently funds thirteen family support centers located throughout the city.

- *The Early Childhood/Family Support Consortium* has recently formed under the sponsorship of the South King County Community Network, the South King Council of Human Services, and United Way. It brings together many stakeholders in the early childhood system to help focus more resources on long-term prevention, using family development and strength-based approaches.

- *Other new local* approaches to coordinating services for families are emerging, such as the "community village" planning now underway in the Kent area. This effort is in the early stages of development. The focus has centered on supporting the inclusion of young children with developmental delays in community programs and eliminating the segregated "special service" programs.

- *Continuum of Care* project to create an integrated, family-centered and community-based system for the prevention of child abuse and neglect in South King County. A cooperative effort with the state Division of Child and Family Services, this project uses family support principles, a "brokering function" provided by a lead agency, and flexible voucher funds to provide families with the support they need.

2. Clarifying King County's Role in Early Childhood and Family Support

Prevention and early intervention programs are needed to promote the health and safety of children and families, and to prevent later problems. King County's role in this area is particularly important because the

costs of other County systems will decrease as the health and well being of children and families is optimized early.

Because the prevention field is so broad and relates to each family and child in the region, King County government needs to hone in on those aspects of family support and child development that target the most vulnerable members of the community. King County views its role in early childhood and family support as one of many partners willing to work with families, communities, and other funders to successfully achieve our community goal of "supportive relationships in families, communities, and neighborhoods."

As one of several partners, King County has identified where it can play a role that is most appropriate given our countywide reach and our focus on the prevention of juvenile delinquency. King County therefore proposes to give priority in family support/early childhood services/child care to programs with the following characteristics, all of which stem from the direction of the adopted *Framework Policies for Human Services*.

- **Focus on those families most at risk: help support family support/early childhood services to families most in need** County current expense resources in this service area should be prioritized for those families exposed to multiple risk factors (such as families in poverty, families with lack of prenatal and perinatal medical care, evidence of poor family management, substance abuse, and others).

- **Promote best practices: prevention and early intervention programs funded by King County should be based on research that shows them to be effective**. The County should work to ensure that all its funds for family support and early childhood are directed to programs with proven results, with preference given to those which show that they promote healthy families in a way that will ultimately reduce delinquency related risk factors.

- **Promote a stronger countywide infrastructure: King County should give preference to helping address the needs where the infrastructure supporting families is weakest.** County funds in this service area should be prioritized to help those communities with the highest unmet needs, as well as for unincorporated King County due to the County's local role and responsibilities for unincorporated area residents.

While the above is the proposed focus for King County in this service area, we would like to emphasize that we are articulating County government's role only, and are not proposing that other funders assume a similar focus. It has been particularly encouraging, in recent years, to see the growing leadership, interest and support from cities and the private sector in promoting asset-building and other strength-based approaches to children, youth, and family services. We recommend that local communities continue to, and hopefully enhance, this type of support for the children of their community.

3. Recommendations for 2001-2003

The tables in Appendix A detail King County's existing current expense investments in family support and early childhood services. Funds are allocated primarily to Public Health, the Children and Family Commission, and the Department of Community and Human Services. **At this point, we do not recommend any significant changes in how current expense/criminal justice funds are allocated for this service area**. If funds are reduced, the priorities above will help guide which programs will be the highest priority to retain.

Family Support/Early Childhood Recommendation 1
King County will continue to support model family support and early childhood programs.

Currently, the King County Children and Family Commission (CFC) funds help support some family support centers and a number of programs based on family support principles. County funding is important to the operation of these centers, but we are not a core or major funder in most cases, and this seems appropriate. The CFC views family support centers and family support based programs as integral to each community. Family support programs should be supported in part by private funding and by the local communities in which they operate. The goal is to promote working in partnerships with public and private funders by requiring a 25 percent match (CFC policy).

Family Support/Early Childhood Recommendation 2
King County will continue to forge partnerships in support of inclusive, quality, accessible and affordable childcare

King County has been a major partner in pioneering efforts to create an inclusive, quality child care system for working poor families, homeless children and their families, families of color, gay and lesbian families, children with special needs, families needing non-standard hours of care, staff needing non-traditional training, and culturally specific providers. One example is the Asian/Pacific Islander Childcare Task Force. In October 2000, with support from King County and other partners, the Task Force will release recommendations for system reform to meet the needs of Asian/Pacific Islander children and families. King County should continue to support system reforms that recognize and include the strengths of these families and providers in the current childcare system infrastructure. Families and providers who have been passive recipients of service become active partners in choosing and structuring the provision of services to their communities. Within this context, DCHS should continue to provide subsidy services that will insure access by lower-income working families to quality, affordable childcare. Public Health should secure on-going funding to continue to assure the health and safety of childcare centers. Financing for childcare is of concern to the majority of families in the county. King County will continue to participate in forums and other activities that seek to gain financing for the creation of inclusive, quality, accessible, affordable childcare.

Family Support/Early Childhood Recommendation 3
King County will explore expansion of home visiting programs for parents of newborns.

In 2001-2003, one area the County would like to expand—if resources could be identified—is home visits for parents of newborns, with a focus on those families most at-risk. Expansion of this kind of program is particularly appropriate for the County to focus on because public health is a regional responsibility, and this particular program has a strong and proven link to child abuse and neglect and delinquency prevention.

The partnership between Public Health, the Children and Family Commission, communities, providers, and others can be a catalyst for the expansion and realignment of this program. The partners should explore ways to maximize the use of current program dollars to further expand this program. The key will be to implement models that combine public health home visits with the family support approach with the intensity that is shown to be effective through research and evaluation.

Family Support/Early Childhood Recommendation 4
King County will strengthen internal and external coordination for family support and early childhood services.

Internal: The King County Children and Family Commission in conjunction with Public Health will take the lead in implementing the recommendations in the Family Support and Early Childhood section. An intra-

agency work group that focuses on services delivered to parents of children age birth to three will be formed. This coordination will include Public Health, Developmental Disabilities Division, Mental Health, Chemical Abuse and Dependency Services Division, Child Care Program, and the King County Children and Family Commission. We need to explore how we can better coordinate our resources.

External. The intra-agency work group will work with the subregional partnerships to promote improved, better coordinated family support and early childhood responses throughout the region.

Through its Children's Initiative, United Way of King County is attempting to play a much-needed role to examine the countywide system of universal supports for families and act as a catalyst for system change. It is vital that King County participates in this initiative and be a key player in developing and influencing any system changes that might be recommended. South King County has recently formed an Early Childhood/Family Support Consortium. The intra-agency work group will coordinate efforts with this subregional group. Another major initiative is Project Lift-Off, coordinated by the City of Seattle, which is attempting to revise the entire childcare system within King County for all children, birth to adolescence. They are exploring ways to refinance the system and create ways to provide comprehensive care for all children. King County staff will be at the table as a key player in the implementation phase of this initiative.

Next Steps :

(a) *Fall 2000*. Establish intra-agency work group and develop work plan. Identify linkages with United Way's Children Initiative and subregional partnerships, including the South King County Early Childhood/Family Support Consortium.

(b) *By Fall 2001.* Written plan developed, detailing the implementation of the four recommendations.

(c) *By January 2002*. Issue recommendations for future expansion, for review by stakeholders and potential funding partners.

C. In-depth Review: Youth Services

Emphasis for 2001-2003:

King County will promote the positive development of youth and actively partner with our communities and subregions to foster a more integrated response to at-risk youth and their families, focused on the goal of reducing youth involvement in the juvenile justice system

1. Context and Considerations

For purposes of this HSRR, the following discussion applies to services for youth from approximately late elementary age (10-12 year-olds) through just post-secondary education (early 20's), and their families. Please see the preceding chapter for roles and recommendations related to services for families with younger children.

In recent years, many organizations and communities in King County have been exploring how to better promote the positive development of youth in the context of their families. Extensive planning has been underway all along the continuum of youth services, from community forums on youth recreation, to the County-sponsored assessment of the juvenile justice system. This section lays out the factors and conditions that King County took into account as it examined its role and emphases in youth services for the coming three years. Readers should keep in mind that the framework policies call on the County to prioritize services which help "reduce the impacts on the County's juvenile justice and adult criminal justice systems" (HS-13), and this priority is reflected in the following assessment. Further, the County Council recently adopted the Juvenile Justice Operational Master Plan (JJOMP) Phase II, which includes recommendations that pertain to strengthening the community-based system of services for high-risk youth.

(a) Research shows that youth programs work and that strength-based approaches are needed

First, the County recognizes that research shows there are proven models of youth services that can prevent juvenile delinquency. For example, data from the Search Institute[6] has shown that building on youth and families' strengths—rather than their problems or deficits—is an effective approach in that it can "protect" youth from damaging consequences of negative impacts in their lives. Increasingly, successful programs are focusing on ways to build assets among youth rather than "fix problems."

For those youth who do show signs of being at risk of becoming offenders, or who have in fact offended and are at risk of reoffending, there are additional approaches and programs that have been shown to be particularly effective. These include both nationally known models such as Multi-Systemic Therapy and Functional Family Therapy, and locally designed programs with positive evaluations, such as the County-funded Royal project (formerly Reaching Back-Giving Back), which in a recent evaluation documented a reduction in days of detention time.

[6] Developmental Assets: Among Bellevue Youth, April 1997.

King County recognizes the importance of helping infuse youth with the assets they need to protect themselves against negative influences, but we also must have in place responses for those youth who do end up involved with the juvenile justice system, and we need to promote proven, effective ways to support those youth in the community. As the Children and Family Commission noted in its 1994 "State of the County" report, which included an assessment of the then-Department of Youth Services, "the majority of youth going through the juvenile justice system will spend the bulk of their time in the community—*not* in detention."

(b) Our region has in place an " infrastructure" of various youth-serving systems

A second consideration for the County as it develops its role in the years ahead is the nature and value of the existing "infrastructure" of support for youth and families. These are the actual agencies, programs, and locations through which services reach youth and families. Over the years, our community has established a strong, if complex, infrastructure to provide support to youth and families, and King County has played a key role in helping to create and support this infrastructure.

The "hub" of this infrastructure is a set of community-based agencies that work together to provide countywide coverage for youth and families. Called the **Youth and Family Service Agencies** (YFSA), this group of 16 agencies has organized catchment areas by school districts. Each school district is served by a youth and family service agency (some agencies cover more than one district). The YFSA grew out of a previous network known as the Youth Service Bureaus, established in the 1970's by the federal government for the purpose of addressing juvenile delinquency. When federal support was withdrawn, the YFSA approached King County for continued support. The County has funded the agencies as a network since 1984, when the County Council adopted a funding policy for the YFSA. Many of the YFSAs are also subcontractors with King County for mental health and chemical dependency services. These agencies provide a wide array of prevention, early-intervention, and treatment services for youth and families, and increasingly for younger children.

In addition to the YFSA, other key infrastructures in youth and family support in King County include the following:

- Schools/School Districts
- Public health sites and services
- Parks and recreation programs (King County for unincorporated; Seattle and suburban cities for others)
- Juvenile justice services – one detention facility located in Seattle, alternatives to secure detention (day reporting centers), and court and probation services organized geographically
- State Division of Child and Family Services (responsible for runaway youth and dependencies)
- King County mental health and drug/alcohol services for youth, and Interagency Staffing Teams (ISTs)
- Others – There are also a variety of programs and youth initiatives that work with specific geographic communities, and programs that target specific racial or ethnic communities. A few examples include the King County Community Organizing Program, South King County Youth Violence Prevention Committee, the Crime Free Futures Program, and the New Start grant. Many of these programs and organizations partner in some fashion with schools, public health, YFSAs, local governments, and others.

(c) The current systems supporting youth and families are not well coordinated and difficult to access

A third consideration in the County's assessment of youth services is that the current systems of support for youth face many serious pressures. While specific groups of like agencies are often well coordinated—such as the YFSA—there remain gaps in the coordination across the major systems—the juvenile justice system, the mental health/drug alcohol system, and the community-based youth and family agencies, among others. State resources for children and families services are limited and focused primarily on abuse and neglect of young children. This focus creates a gap in services for "older" youth who are experiencing serious conflict in their families and are at risk of deeper involvement in the juvenile justice system. All of these issues were discussed during the development of the Juvenile Justice Operational Master Plan (JJOMP), which constituted a comprehensive review of the County's juvenile justice system and includes extensive recommendations for improving it. (The County Council adopted the JJOMP in August 2000.) As part of the JJOMP work a "Prevention/Community Systems" team was formed to examine the supports available to prevent youth with social risk factors from entering the justice system, and recommend ways to improve that system. Among their observations:[7]

- There is no thoroughly developed system for identifying youth and families with unmet social and health needs.

- There is not a single source of information on or clear points of entry to all the types of services that exist in King County. Youth who possess few developmental assets and many social risk factors (and their families) find the network of supports and services poorly defined and difficult to access.

- There is limited geographic distribution of services, and transportation barriers hinder access. Few services are tailored for communities of color.

- No entity exists in the county whose specific purpose and responsibility is to focus on the service system and needs of high risk youth.

Barriers and gaps in services to youth and families have been documented through other community planning processes as well. The Community Assessment conducted by United Way of King County, for example, cites a variety of unmet basic needs and issues related to lack of family support, as do the results of the King County Community Services Division's subregional strategic planning.

(d) Many entities are showing interest and coordination around improving youth services and preventing juvenile justice involvement

The fourth major consideration driving the County was the many different coordination efforts under way which are related to improving youth services and preventing involvement in the juvenile justice system. Each is working in different ways to improve the service systems for youth and families. (Note: these reflect only some of the more major initiatives in which King County is involved—many smaller, community-based forums and initiatives also exist.)

- *Juvenile Justice Operational Master Plan (JJOMP*): Makes recommendations to implement seventeen options to improve the juvenile justice system. This includes a recommendation to pilot a

[7] Phase II Juvenile Justice Operational Master Plan, March 2000, Appendix A: Prevention/Community Systems Project Team Report, page A-9.

"service linkage model" to identify at-risk youth and families early and provide adequate supports in order to prevent involvement in the justice system.

- "*Reinvesting in Youth" Feasibility Study*: A study to consider alternative ways to develop a just, effective, and accountable juvenile justice system. King County is a partner in this Seattle-led regional effort. The process is exploring whether it is feasible to increase "front end" services to reduce the need for "back end" services.
- *Systems Integration Advisory Council (SIAC)—Juvenile* Justice Initiative: SIAC's goals are to improve the quality, effectiveness and services across multiple systems, primarily mental health and drug and alcohol. Recently, a juvenile justice system integration planning work group was formed to focus attention on the high utilizers of three systems—mental health, drug/alcohol services, and juvenile justice.
- *Juvenile Accountability Incentive Block Grant (JAIBG):* Federal and state funds for twelve program areas to improve court, probation, and treatment service for serious juvenile offenders.
- *Children and Families In Common:* A federally funded initiative that serves children/youth with serious emotional disturbance and seeks to reform the child-serving system in King County to ensure that families are partners at every level. Services are integrated and coordinated such that there is one "case plan" for multi-system involved kids. The initiative's primary focus is on coordinated treatment services for at-risk youth (ARY), children in need of services (CHIN), and truant youth. This initiate is coordinated by King County.
- *Strategic Plan—Community Services Division:* Community-based subregional plans that brought together stakeholders in given regions to discuss strengths and needs, and to develop strategies to address the highest priority issues. Many issues relate to services for youth and families.

2. Clarifying King County's Role in Youth Services

The above considerations regarding research findings, the current conditions of the youth-serving system, and the status of major youth-related planning initiatives led King County to examine and articulate its role in youth services and what it will focus on in the years ahead.

Within the broad realm of youth services, King County is mandated to provide court and detention services for youth. We also have responsibility for mental health, drug and alcohol services, and certain public health services for youth and families. Because of the growing costs and magnitude of these mandated responsibilities, our discretionary role for youth is largely focused on serving youth and families who are at risk of or are having problems which could lead to involvement in the justice system.

Specifically, HS-13 of the *Framework Policies for Human Services* directs King County to prioritize the use of discretionary funds to help reduce the impacts on the juvenile justice system**. King County wants to prevent the need to build another youth detention facility or another jail for adults.** The high percentage of discretionary tax dollars that goes to the justice system in King County—like many counties—is quite high, over 65 percent. For this reason, our work with at-risk youth is a very high priority human service area.

King County must focus on both the immediate and the long-term approaches to reducing impacts on the juvenile justice system. This was the focus of the JJOMP effort, which essentially concluded that "we can continue to do what we did throughout most of the 1990s and face the need to construct and operate a major new detention facility, or we may rethink how we do business and fund other ways to promote justice,

protect the public, and help youth in trouble make responsible choices."[8] The JJOMP work intersects directly with King County Human Services Recommendation Report: they *must* be coordinated in order to achieve the envisioned result of not needing to build another detention facility—a move that would likely drain even more discretionary resources from other human services. The long-term approaches to addressing juvenile justice are those which are described in the previous section regarding family support and early childhood services. In this section, we focus on the nature of the County's role in interventions with youth at risk to help them address problems early. Taken together, these long-term and short-term approaches result in the following continuum which encompasses the various roles of King County in youth services:

King County supports the promotion of positive, healthy development of all youth and families through early childhood and family support programs, as well as through general recreational and educational programs for youth in unincorporated areas. *Juvenile justice link: By investing in quality prevention programs aimed at the general youth population, we prevent initial encounters with the juvenile justice system (results occur over the long-term).*

Recognition and resolution of problems of youth at an early stage targets youth who are engaging in high-risk behaviors linked to crime and delinquency either before or after initial contacts with the juvenile justice system. These are generally provided in partnership with other organizations and funders. *Juvenile justice link: By investing in early and mid-level interventions targeting youth at risk, we minimize the chance they will encounter the juvenile justice system, or if they have minimal involvement with the system we prevent further involvement.*

Prevention of further decline when youth have serious problems requires investment in intensive interventions for youth that frequently require services from multiple systems in order to achieve positive outcomes. These may include mental health, drug and alcohol services, housing, education, and employment and training. *Juvenile justice link: By investing in intensive interventions with youth most heavily involved in the juvenile justice system, we reduce recidivism (results occur in the short-term).*

This continuum is further explained in the following table, which lays out the County's roles and associated activities, and shows how they align (imperfectly) as a prevention, early-mid level intervention, or an intensive intervention.

[8] JJOMP Phase II Plan, Executive Summary, page 1

Continuum of King County's Roles in Youth Services

Prevention	Early & Mid Level Intervention	Intensive Intervention
Primary prevention *(Seeks to prevent initial encounter of youth with the juvenile justice system)*	*Secondary prevention* *(Includes Early and Mid-Level Interventions for Juvenile Offenders at Low or Moderate Risk of Re-offense)*	*Tertiary prevention* *(Includes Intensive Intervention for Juvenile Offenders at High Risk of Re-Offense)*
Positive, healthy development of all youth and families.	**Recognition and resolution of problems at an early stage**	**Preventing further decline when youth have serious problems.**
King County Role *(a limited but important discretionary one)* King County uses CX funds at its own discretion to help support some activities aimed at the general youth population (mostly for unincorporated residents*). In prevention, we are one of many partners who make up the network of prevention activities.* Examples of programs include recreation, educational, employment, and health education programs. (Note: also includes range of supports provided to parents and young children; see preceding chapter for more details on this area) *Typical outcomes* are the development of assets or protective factors (which have research-based connections to preventing negative behaviors and involvement in the juvenile justice system).	*King County Role* *(a considerable, also discretionary one)* King County has a notable role in supporting programs targeted at youth with identified social risk factors. Most of these are provided at the County's own discretion, and also are provided in partnership with many other organizations and funders. These programs target a wide range of kids, including those with school problems such as truancy and low academic performance, or youth who have some involvement in the juvenile justice system (assessed as being at low or moderate risk of re-offense) Examples of services in this category include outreach, counseling, case management, health care, employment and education programs, tutoring, youth involvement, and many others. *Typical outcomes* include reduced involvement in gangs, reduced truancy, improved academic performance, increased family involvement, reduced criminality, and diversion from the juvenile justice system.	*King County Role* *(a major and often mandated one)* In this area, King County has certain mandated responsibilities, and thus is heavily involved in providing intensive interventions for high-risk youth and youth who need help meeting basic needs. Juvenile justice services, such as court and detention services. Mental health services for youth with serious emotional/behavioral problems. Treatment for alcohol and other drug addictions. Shelters, transitional housing, and other services for homeless youth. Includes assistance for pregnant and parenting teens. *Typical outcomes* include reduced recidivism in the juvenile justice system, increased residential stability, and reductions in substance abuse.

3. Recommendations for 2001-2003

The roles discussed in the section above articulate the domains in which King County intends to work to promote the positive development of youth. Proposed below are four strategies that specifically lay out the intended priorities in the next three years to make further progress in supporting youth and families.

Recommendation 1: King County will track and evaluate the various community-based "service linkage models" now being piloted in King County for high risk youth, and identify the model(s) most able to demonstrate an impact on the juvenile justice system. The most successful will be considered for possible continuation/expansion, and/or replication.

Recommendation 2: King County will continue participation in subregional partnerships to promote improved, better coordinated responses for at-risk youth. A priority in the implementation of subregional human services plans and for County discretionary funds will be to address needs of at-risk youth and their families.

Recommendation 3: King County will foster a regional perspective to address youth recreation issues, and continue to support youth recreation and education programs for youth in unincorporated King County.

Recommendation 4: King County will strengthen internal and external coordination for youth services.

Youth Services Recommendation 1

King County will track and evaluate the various community-based "service linkage models" now being piloted in King County for high risk youth, and identify the model(s) most able to demonstrate an impact on the juvenile justice system. The most successful will be considered for possible continuation/expansion, and/or replication.

The King County Juvenile Justice Operational Master Plan recommends finding better ways to identify high risk youth early and to engage them to community-based services that are shown by solid research to reduce crime and delinquency. Its specific recommendation in this area is as follows:

> "Pilot a service linkage model in a small geographic area of King County that currently contributes a large number of youth to the juvenile justice system. Youth in middle and high school who possess many social risk factors and few developmental assets would be identified early by multi-system coordination, receive assessments, and be connected to community-based services."

The JJOMP describes a "service linkage model" as a flexible approach to working with communities to design a place (in name only) where teachers, law enforcement, human service providers, families, pastors, and others could refer a youth once identified as presenting high risks or needs. After a comprehensive assessment, the youth and family would be linked to other service providers and community resources through a vehicle that would break down access barriers, assure linkages, and provide follow up. It builds upon existing networks, relationships, and services, working to correct some of the cross-system weaknesses discussed earlier in this chapter.

The JJOMP points to a federal grant, the *New Start* program, as one such "service linkage model" that is currently serving as a pilot project. New Start is a national Youth Offender Demonstration Project awarded by the U.S. Department of Labor for $1.5 million over 2 years (grant ends May 31, 2001). The program is currently serving 200 young people to achieve outcomes related to education, work, and reduction in legal involvement. The New Start Consortium serves youth (ages 14-18) in White Center/Burien area who are involved in or at-risk of becoming involved in gang affiliation and/or the criminal justice system. The consortium of partners includes King County Work Training Program, Superior Court, SafeFutures, Pacific Associates, YMCA, Highline School District, City Year, Southwest Youth and Family Services, and JOY.

It should be noted that, in addition to New Start, there are other community based, "cross-system" initiatives and programs which affect entry or re-entry into the juvenile justice system, such as Royal Project (formerly Reaching Back-Giving Back), Crime Free Futures, and the federally funded Children and Families In Common.

Working with the JJOMP Oversight Committee, the Interdepartmental Human Services Team will track and examine the results of these projects to assess them for potential expansion to other geographic areas. The first step in doing this work is to develop criteria to identify projects that are successfully demonstrating an impact on the juvenile justice system. The criteria must be based on the *Framework Policies* and the principles of the JJOMP. The criteria will be used to evaluate projects and determine what projects are effective, and recommendations to receive funding will be made. The long-term goal is to move from pilot phases to having successful approaches "ingrained" in the system, throughout all subregions. This will help ensure that King County's resources for at-risk youth are aligned to support integrated, subregionally organized responses that are effective in promoting the positive development of youth and keeping them out of the juvenile justice system.

If the "service linkage models" are successful in demonstrating impacts on the justice system, there may be a possibility of reinvesting those savings, as suggested in the JJOMP plan: "Some of the proposed initiatives save money," states the plan. "These savings should be reinvested in strategies that further reduce the workload of the juvenile justice system and avoid the cost of constructing a new detention facility"

This recommendation essentially "parks" the ongoing implementation of the Juvenile Justice Operational Master Plan's Prevention recommendation with the County's Interdepartmental Human Services Team. The JJOMP Prevention team report states that "implementation of the prevention component will…require that those involved in funding county human service programs for at-risk youth (including the Community and Human Services Department, the Health Department, and the Children and Family Commission) take a lead responsibility in partnership with the juvenile justice system and with interested city human service programs." The Interdepartmental Human Services Team includes all of these partners, making it the natural vehicle through which to guide the implementation.

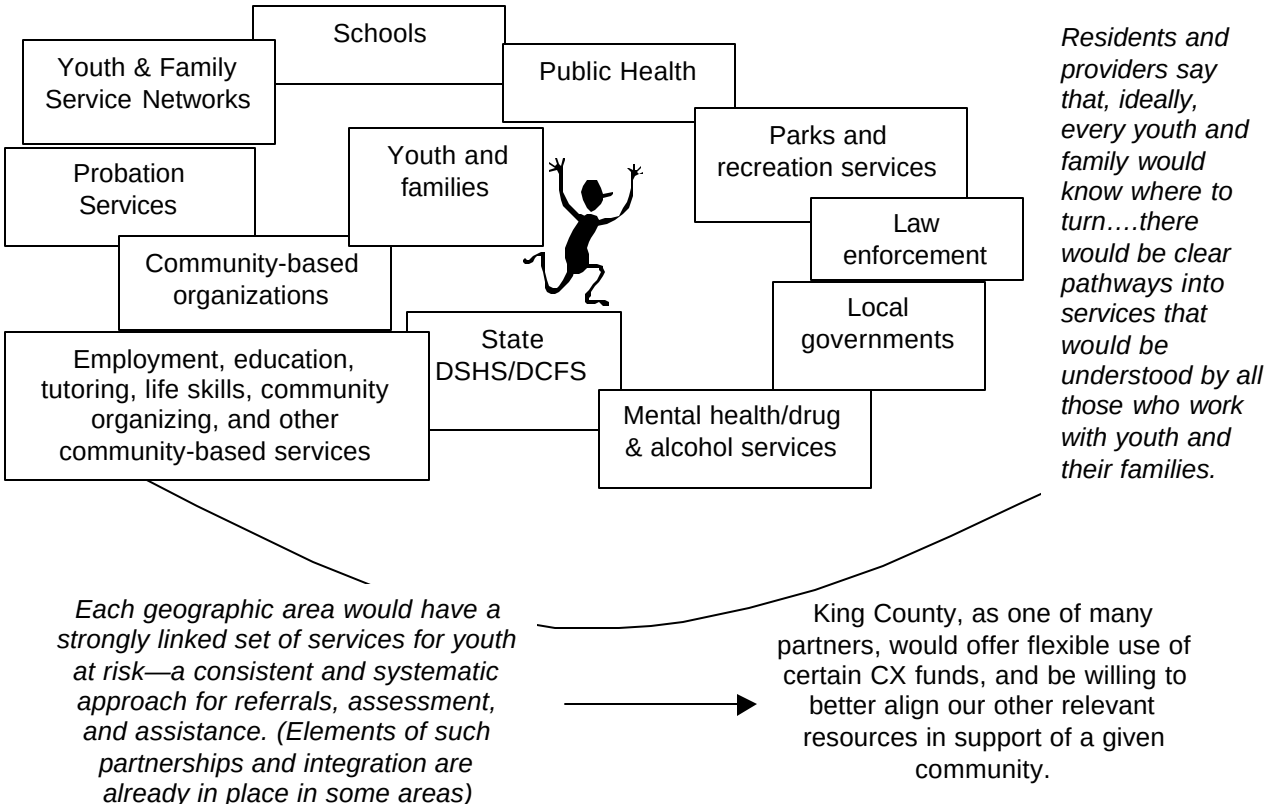
Youth Services Recommendation 2

King County will continue participation in subregional partnerships to promote improved, better coordinated responses for at-risk youth. **A priority in the implementation of subregional human services plans and for County discretionary funds will be to address needs of at-risk youth and their families.**

Throughout King County, communities have done a lot of work to define strategies for improving youth services. While the work of evaluating the pilot "service linkage models" is taking place as discussed in Recommendation #1 above, King County will continue to be a partner in carrying out other subregionally

identified youth strategies. The County can serve as a convener and can offer technical assistance. It also can allow more flexible use of County resources where a given area determines such flexibility would be helpful. King County proposes to look to the partners of each subregion (or other geographic area) to work with us to determine how the County can best support their work to strengthen youth services.

How Can King County Be a Better Partner for Youth and Families?



As a first step, King County will bring together an intra-agency work group to ensure that at-risk youth and their families receive the range of services they need. The Community Services Division in the Department of Community and Human Services will lead this effort. The coordination will include Public Health, Mental Health, Chemical Abuse and Dependency Services Division, Parks & Recreation, Juvenile Court, Juvenile Probation, law enforcement, schools, youth serving community organizations, and others. The work group will work with the community to select a subregion to begin this work. Other subregions will be addressed after the first subregional work is completed. This effort must take into account and build upon existing services and coordination efforts. The work group will establish protocols for insuring that at-risk youth in their community get effective coordinated services—and that everyone knows how to help youth who need help.

The subregional planning effort by the Community Services Division has determined priorities for youth in the subregions (see Appendix E). Working with the subregional partners and others who serve youth, the intra-agency work group will examine existing services and develop a strategy to implement priorities that have an impact on the juvenile justice system.

Other potential ways that King County could help support subregional responses to youth at risk include the following:

- Work with communities and organizations to help them secure appropriate grants and other resources for youth services.

- As appropriate, help facilitate expansion of "service linkage models" for high risk youth (discussed in recommendation #1 above).

- Where desired in a given subregion, flexibility in the use of CX and other County resources to promote coordinated responses for youth could be achieved by recommending changes in funding policies, budget allocations, and contracts for service provision. The major groups of funding for youth services for which the County has total or partial flexibility are:

  - CX funds for the Youth and Family Service Agencies
  - CX funds for the various community-based interventions for court-involved youth and miscellaneous youth services
  - Community Organizing Program (state funded) has some flexibility to offer in its services.
  - King County Children and Family Commission—funding for the "Safe Communities" programs
  - Possibly some CX funds used for community-based youth programs contracted through Superior Court
  - Certain flexibility in the resources and partnerships of Public Health—Seattle & King County
  - Parks and Recreation Department facilities and programs
  - Improvements in the linkages with youth mental health and drug/alcohol services
  - Grant funds from state, federal or other sources to address the needs of at-risk or juvenile justice-involved youth (e.g. Children and Families in Common, New Start, Criminal Justice Accountability Act, etc.).

Outcomes. Because the County is increasing emphasis on funding outcomes in the five community goals, it is interested in working with all existing and any future contractors to lay out projected outcomes seen as a result of County investments in youth services.

Youth Services Recommendation #3

King County will foster a regional perspective to address youth recreation issues, and continue to support youth recreation and education programs for youth in unincorporated King County.

King County recently established a 19-member Active Sports and Youth Recreation System, which will consist of 13 individuals representing each Council district, and 6 at large members. The Commission will develop recommendations on ways to maintain and enhance interjurisdictional relations, create partnerships to maximize the use of recreation facilities, and more. The Commission will also explore information "correlating the availability or lack of recreational activities to involvement in the criminal justice system," reflecting the tie back to the Council's priority on this issue. The first report of the Commission is due in May 2001.

In addition to this regional coordination function for youth recreation, the County will continue to fund recreation and education activities via the Department of Parks and Recreation and the Community Services Division to support positive development of youth who reside in unincorporated areas. The County will continue to identify successful prevention models that emphasize asset development and youth involvement in their communities and work with school districts, youth serving communities and others to maintain programs with proven effectiveness. We encourage this type of universal opportunity for *all* youth of King County, and applaud the work of suburban cities, Seattle, and others who have established many creative and successful youth recreation, tutoring, mentoring, and other programs that work to build assets.

Youth Services Recommendation #4
King County will strengthen internal and external coordination for youth services.

The Community Services Division will take the lead in implementing the recommendations mentioned in the Youth Services Section with primary effort on implementing Recommendation 2, the subregional planning effort to promote improved, better coordinated responses for at-risk youth. Another key point of coordination, as discussed earlier, is the implementation of the Juvenile Justice Operation Master Plan's prevention team recommendation. In the overall implementation of the JJOMP recommendations, there is a close connection between community-based human services and the juvenile justice system (eleven of the seventeen recommendations involve human services). As the JJOMP moves into Phase III implementation work, there needs to be a close working relationship with the County's Interdepartmental Human Services Team. The County will also continue its work as part of the *Reinvesting for Youth* feasibility study that is exploring major reform possibilities in youth services.

Next Steps:

(a) *Fall 2000*. Establish linkage between the JJOMP Oversight Committee and the Interdepartmental Human Services Team to coordinate evaluation of the "service linkage models" (Recommendation 1). The Community Services Division will form the intra-agency work team and identify the subregional area for initial implementation of Recommendation 2.

(b) *By Fall 2001.* Written plans developed for detailing how staff will track and assess results of the current "service linkage models." This plan should include exploration of potential funding options and partnerships that could support continuation/expansion (Recommendation 1). Written plans developed for the selected subregion's planning process for at-risk youth. Develop work plan to complete all other subregions (Recommendation 2).

(c) *By January 2002*. Issue recommendations for review by stakeholders and potential funding partners.

D. Brief Reviews

This section provides a brief review of the other major service areas in which the County invests discretionary current expense/criminal justice funds.

Brief Review

Domestic Violence/Sexual Assault

Current Use of CX Funds:

- **Domestic violence**. About $2 million annually in CX funds are allocated for domestic violence victim services, legal and protection order advocates, and batterers treatment services. Most funds are allocated to community-based agencies.

- **Sexual Assault**. The County provides just over a half a million CX dollars annually for sexual assault victim services and prevention, provided through community-based organizations.

Observations

Use of CX in this service area appears strongly consistent with *Framework Policies*. Funds are used to help support and stabilize a countywide domestic violence response system. The current means of allocating funds appears suitable—there are a fairly limited number of service providers in this field. Agencies collect outcome information, and consistent data is available across the agencies in order to assess trends.

Regional coordination activities are strong, both among providers and at the policy level. The County has been involved in various domestic violence coordination efforts over the years, the most recent being a new policy-level Domestic Violence Council involving department directors, judges, the prosecuting attorney, and the Sheriff's Office. King County Human Services Roundtable is still involved in regional domestic violence issues, and is in the process of developing a progress report on the 1990 domestic violence plan.

- One of the challenges in this area is the difficulty of expanding the regional response as new programs emerge to provide specialized support, such as programs in previously unserved rural areas, services targeting communities of color, and children's services. With no new resources, the County has not been able to expand its regional coverage of domestic violence supports.

- Another significant challenge is the lack of capacity among the current response system to meet demand. Each month, domestic violence shelters turn away dozens of women and children seeking safety. The barriers to expanding shelters are huge, even though nearly every community-based plan in various subregions of the County calls for it. Barriers include lack of stable operating and supportive services dollars (needed to subsidize the housing on an ongoing basis once it is built), the highly competitive capital funds, agency capacity, and—one of the most difficult—finding an appropriate site.

Recommendation(s) for 2001-2003:

Continue current efforts and funding allocation methods.

Brief Review

Aging Services

Current Use of CX Funds:

- Approximately $800,000 per year in CX funds support senior centers and programs, adult day programs, and miscellaneous other senior services.
- Most services are limited to residents of unincorporated King County, per the Aging funding policy.
- Other services target vulnerable elderly (age 75 or older, low-income, limited English speaking, minority status, disabled, living alone and/or geographically isolated).

Observations

Area Agency on Aging (administered by Seattle's Aging and Disability Services) has the lead role in providing services for vulnerable elderly in all areas of King County, and is the designated recipient of state and federal funding for the elderly in King County.

The County's Aging Program funding policy has not been reviewed since 1989. It is essential that this policy is reviewed over the next three years, in light of the changing numbers and needs of elderly residents, and the roles that others play to address those needs. Issues include:

- Currently, senior services are provided to unincorporated areas or small cities with populations of less than 12,000. Funding is discontinued if the city exceeds 12,000. The impact of this cap needs to be examined, along with a determination of the highest priority services the County should support.
- Currently, the County provides support to adult day services throughout the County. Whether this subsidy is appropriate given the *Framework Policies*, and for what segment of the population, needs to be explored. As part of this review, we need to examine the roles of others in providing support for this service.

Recommendation(s) for 2001-2003:

Undertake a review of the County's Aging Program funding policy with attention to both senior centers and adult day health.

Brief Review

Basic Needs/Information and Referral

Current Use of CX:

- About $700,000 in CX funds was allocated for basic needs/information and referral purposes in 2000.
- Services funded include food and nutrition services, emergency shelters and transitional housing for homeless people, eviction/mortgage default prevention, other general emergency assistance, and information and referral services for low-income people.
- Housing Opportunity Fund – about $3.7 million annually is allocated for low-income housing capital.

Observations

- Federal funds play a key role in this service area. Community Development Block Grant (CDBG) funds food bank services and WSU/Cooperative Extension–KC federally funded Expanded Food and Nutrition Education Program provides nutrition education services. Federal housing and community development funds support homeless and housing services. During 2001-2003, we will better coordinate the various federal, state, and local funds we administer—or otherwise influence—for homeless services. These include federal McKinney competition (jointly with the City of Seattle), a portion of Community Development Block Grant funds, the Emergency Shelter Grant program, King County CX funds, and the new Washington State funds for transitional housing for families (THOR). Steps have already been taken to integrate the RFP process for Emergency Shelter Grant and CDBG funds for 2000.
- King County will continue its participation in the "Safe Harbors" initiative to design a countywide coordinated intake and referral system for homeless assistance. King County will work with our partners in Seattle, suburban cities, United Way, and the provider community to craft a useful and reasonable design that will benefit consumers, providers, and funders alike.
- Given needs and roles of other funders, the current focus of HOF funds—on homeless people, those with special needs, those at risk of displacement, and on the County outside Seattle—appears appropriate.

Recommendation(s) for 2001-2003:

Maintain current policies for the Housing Opportunity Fund. Explore actions that King County can take to make the best possible use of the Bill and Melinda Gates gift to support transitional housing and related services for homeless families.

Continue to provide technical assistance to expand capacity for homeless responses in the County outside Seattle, particularly South King County where demand is very high and the infrastructure to respond is very limited.

Continue leadership in regional homelessness response, including taking an active role in supporting the Safe Harbors initiative to generate a homeless information system and working with United Way of King County's Homelessness Initiative.

Insure that WSU/Cooperative Extension–King County's Consumer and Family Sciences programs include a major focus on those individuals and families who are most in need of services.

Brief Review

Employment Services

Current Use of CX:

- About $2 million annually in CX funds supports youth and adult employment services; most of the funds target residents of the County outside Seattle.
- The King County Jobs Initiative (KCJI) is a successful employment and training program that targets low-income adults in southwest King County. KCJI serves over 250 low-income people annually by providing clients with vocational counseling, job readiness and short-term training, comprehensive case management placement into jobs with wage progression, and job retention. KCJI is a combination of federal, state and local government involvement to provide targeted job sector training to help South King County residents achieve self-sufficiency. KCJI also provide Brownfields training to low-income adults through an EPA Brownfields Job Training Grant.
- The other funds primarily support employment programs for at-risk youth, through the Community Services Division's Work Training Program (see Appendix B for more details).

Observations

- This is a time of change in the employment system. On July 1, 2000, the federal *Workforce Investment Act (WIA*) replaced the Job Training Partnership Act (JTPA) as the primary federal act of employment and training policy. The WIA encourages building a coordinated employment and training system through partnerships that focus on customer satisfaction and program accountability. In addition to adults, the WIA emphasizes a targeted focus on youth with high-risk characteristics. There is less focus and funding on short-term services, such as summer youth employment.
- In 2000, as a response to changing expectations, King County's Work Training Program (WTP) began implementation of two strategies. The first strategy is to shift some resources from services for youth that exhibit fewer risk factors, to concentrate on youth with multiple barriers (low-income, juvenile justice involved, low basic skills, etc.), to prepare youth for job preparation and obtaining a living wage job. The second strategy is to shift from stand-alone WTP programs to multiple partnerships and consortia that create systems of multiple services with one access point.
- The new Workforce Development Council has given King County Work Training Program the responsibility for operation of WorkSource Renton, and a countywide dislocated worker program for adults. There are multiple partners in the WorkSource employment centers including WA State Employment Security, community and technical colleges, WA State Division of Vocational Rehabilitation, and others. King County is also one of the four partners of the consortium that operates the WorkSource centers in North Seattle and Bellevue.
- King County Jobs Initiative is a managing partner with the Workforce Development Council and the Seattle Jobs Initiative for the Welfare to Work (WtW) Competitive Grant (federal). The WtW Competitive Grant project is a collaborative effort between the region's employment and training providers to assist the hardest to serve Temporary Assistance to Needy Families (TANF) recipients in obtaining and retaining employment. This three-year project provides intensive services to individuals

with the greatest barriers to employment through outreach, case management, and wage progression activities.

Recommendation(s) for 2001-2003:

Maintain a systematic approach that involves inclusion of community-based organizations to provide direct connections to employers and their specific needs. KCJI has been successful in connecting employers with job seekers through the help of community-based organizations. This work has been assisted with a KCJI Employer Advisory Board.

Maintain current level of participation in the Seattle-King County Workforce Development Council subcommittees. Through this participation, the County assists in shaping the local workforce development system through collaboration with community partners, and input into workforce strategies and design.

Maintain management of both the Dislocated Worker Program and the Welfare to Work Competitive Grant.

Maintain King County's role in the WorkSource operator consortium.

Brief Review

Unincorporated Area Services

Current Use of CX:

- Twenty five percent of the County's discretionary current expense dollars were targeted to unincorporated areas in the mid-1990's. This includes both local and regional services. The percentage is an estimate that includes some distribution of services dollars to unincorporated areas based on population where there was no geographic data on actual clients.

Observations

- The rural areas are experiencing population pressures. It is difficult to find affordable housing in the rural communities. Critical medical and dental services must be obtained outside of the areas. The increase in median incomes is a result of new residents, not a result of any increase in family wage employment.

- The Community Service Division's subregional report on the rural subregions of Vashon, Snoqualmie Valley, and the southeast including Maple Valley and the Enumclaw plateau highlighted: difficulties in accessing some of the County's mandatory human services; difficulties in accessing crisis oriented services such as Domestic Violence victim services; and the need for services to have a positive impact on youth. The urban areas include older urban areas and newer urban areas on the edge of Seattle and suburban cities. The pattern of access to human services is different but the need to have a positive impact on youth is a common concern.

HS-2 of the *Framework Policies for Human Services* defines the County's local role for unincorporated area residents. It states that King County's local role in human services shall be to help ensure that residents of the unincorporated area (both urban and rural) have access to a broad spectrum of human services, and to provide directly for those services which are considered a "local" responsibility.

HS-15 of the *Framework Policies for Human Services* defines local services as those services that "are typically organized and delivered on a local basis, such as family, youth, and senior social and recreation programs targeted at the general population; local food and clothing banks; and community-specific information and referral" services.

The issue of access is a major one for all of the rural areas including Vashon, the Snoqualmie Valley, and the Enumclaw Plateau. The Community Services Division in partnership with United Way of King County completed a subregional planning report for the rural areas and issued the report in March 1999. Completion of priorities and development of strategies to address those priorities could not be done without the involvement of other King County departments including Public Health, Department of Transportation, and Parks & Recreation Department. The need for coordination in order to meet needs and provide access was an important conclusion.

The subregional plan did not include the urban unincorporated areas. That work must be completed before conclusions can be drawn about how King County can best provide the broad access to a range of human services that is called for in HS-2 of the *Framework Policies for Human Services*.

Recommendation(s) for 2001-2003:

The Community Services Division has begun this work and will involve other departments and the communities in examination of the policy questions that need to be answered prior to defining the County's role in achieving HS-2 and HS-15. A profile of the rural and urban unincorporated areas including demographics and service information will be completed in the fall of 2000; this will be followed by gathering data concerning the following questions:

- Are mandatory and regional services reaching unincorporated residents?
- What discretionary services are present in the unincorporated areas and who provides them?
- What are the barriers unincorporated residents have to accessing human services? How can these barriers be addressed?
- How effective are the current human services investments specifically targeted to unincorporated areas?
- What role can King County play within its limited discretionary resources in meeting the human services needs of residents of unincorporated areas?

Brief Review

Health Care

Note: Because Public Health is such a large entity with significant CX funding—and also seriously impacted by the passage of Initiative 695—the long-term planning work in this service area takes place directly through Public Health. Public Health representatives sit on the County's Interdepartmental Human Service Team.

Use of CX:

- Public Health received approximately $12 million in current expense funds for 2000 (for *all* public health services).

Observations

- The use of CX funds in Public Health is fairly complex: it is used to directly leverage other state and federal funds.
- Public Health is very willing to work with partners and stakeholders to align its programs with community needs and priorities.
- An important part of Public Health's role to is bring data and indicators to the community that report on the health status of the community. This helps in identifying, prioritizing, and addressing health issues.

VI. Priorities for 2001-2003

A. King County Human Service Priorities for 2001-2003

General Priorities

- **Continue working with our partners in subregions to establish and carry out mutual human service priorities.** This includes those priorities laid out in the Strategic Plan (see Appendix E). In doing this work, we intend to:
  - Join existing planning tables and coalitions
  - Improve coordination among King County departments in addressing human service issues in a given area
  - Use principles of community-building and family support (build on community and family strengths)

- **Enhance technical assistance to cities, providers, coalitions, and other groups to promote development of human service infrastructure**. County staff in various divisions and departments already provides this type of assistance, but we clearly heard from providers and cities that more is desired. Examples included help with identifying grantseeking opportunities, providing data information for grant proposals, sharing information on best practices, coordination among funders on data collection and outcomes, and more. Given the high value placed on this type of assistance, the County will explore ways to enhance this function.

Service Area Priorities

For 2001-2003, in the County's regional role, we will work with our subregional partners to implement the recommendations in the Family Support and Early Childhood and Youth Services areas. In the County's local human service role, we will focus on a review of aging services and all human services for the unincorporated areas.

Funding Priorities

The County will rely primarily on the general guidance of the *Framework Policies* in determining funding priorities for the use of CX. Regardless of service area they fall into, services with demonstrated ability to prevent adult or juvenile justice system involvement will be high priorities for preservation. This direction is consistent with the Juvenile Justice Operational Master Plan. Among specific programs, those showing positive outcomes, applying best practices, and offering services in a culturally competent/relevant fashion will be high priorities for preservation.