KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

April 10, 2006

Ordinance 15406

Proposed No. 2006-0169.2 **Sponsors** Ferguson, Lambert and Patterson

1 AN ORDINANCE providing direction regarding the
2 expenditure of proceeds from the regional human services
3 levy for veterans and others in need, requiring a service
4 improvement plan for the use of these proceeds, clarifying
5 the roles of and process for appointing the members of the
6 citizens' oversight boards, requiring a report with
7 recommendations regarding the updating of policies,
8 priorities and contracts for human services currently funded
9 with county discretionary funds and requesting the regional
10 policy committee to direct development of a regional
11 human services plan to update previously agreed-upon
12 regional human services definitions and priorities.
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14
15 PREAMBLE:
16 While local government plays an important role in addressing the human
17 service needs of residents, it does so as one partner among many. Federal

18 and state programs, volunteers, civic organizations, nonprofit service
19 providers, faith communities, businesses, schools and other organizations
20 all lend financial and other forms of assistance to residents in need in
21 order to help foster healthier and safer communities. Human services are
22 not the responsibility of any one local government entity. Over the years,
23 jurisdictions in King County have built a locally-funded system of human
24 services in partnership with communities and other funding sources to
25 strengthen individuals and families and to improve the viability and
26 livability of communities. Over the past four years, city and county
27 officials throughout King County have researched human service needs,
28 spending priorities and funding opportunities in extensive and cooperative
29 study.
30 National research and local experience have shown that consumers of
31 mental health, chemical abuse and dependency services benefit most from
32 cost-effective programs intended to promote recovery. Concurrently, this
33 research shows that society benefits most when human service consumers
34 succeed in their recovery, since they require fewer costly services, such as
35 police response, emergency aid, hospitalization or incarceration, and they
36 begin to productively contribute to the community. Cities and the county,
37 in partnership with other funders and service providers, are beginning to
38 build a coordinated human service system that identifies and funds
39 effective prevention and intervention programs and that promotes the
40 recovery of consumers by means of employment, housing placement and

41 long-term diversion away from costly emergency medical and public
42 safety services.
43 King County gratefully acknowledges the substantial commitment to
44 human services shared by the city of Seattle and the suburban cities. King
45 County intends to further build on the effective partnerships with these
46 local government partners, and other human services organizations in King
47 County, and pledges further collaboration to define the responsibilities of each
48 jurisdiction to improve the efficiency and effectiveness of human services
49 programs as the network evolves through these changing policies and
50 priorities. Notwithstanding the generous support for human services shown by
51 approval of the regional human services levy for veterans and others in need
52 by county voters, it is clear that the current approach to providing essential
53 regional human services cannot be maintained in the face of growing
54 demands for service and public demand for measurable outcomes.
55 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:
56 SECTION 1. **Findings:**
57 A. The King County regional human services levy for veterans and others in need
58 was passed in the November 20005 general election. The levy will provide thirteen
59 million three hundred thousand dollars per year for six years. Fifty percent of the
60 proceeds from the levy is dedicated to improve health, human services and housing for
61 veterans, military personnel and their families, and fifty percent is dedicated to improving
62 health, human services and housing for a wider array of people in need.

63 B. There is a need to provide additional direction regarding the use of these
64 proceeds to ensure they achieve the kind of results that will satisfy the taxpayers of the
65 county that they have made a wise investment. If these proceeds are spread too broadly
66 across the wide array of needs, there will be little or no impact. The proceeds need to be
67 focused in one or two areas and invested strategically, not just to add new services but to
68 improve the overall capacity and results of existing services and systems.

69 C. The proceeds should be used primarily to prevent and reduce homelessness
70 and unnecessary involvement in the criminal justice and emergency medical systems for
71 veterans, military personnel and their families and other individuals and families most at
72 risk. This will maximize the positive impact on homelessness and safety and health
73 emergencies for the well-being of the veteran and nonveteran individuals and families at
74 risk, the quality of life of the community and the ability to control emergency medical
75 and public safety cost growth that is limiting the ability to invest in more preventative
76 and constructive areas.

77 D. A small portion of the levy proceeds not specifically designated for veterans,
78 military personnel and their families should be targeted to continue to identify and
79 promote the development of effective early intervention and prevention services. This is
80 intended to recognize that, while we must do better for those who are already in serious
81 trouble and can no longer manage on their own, we also need to keep working on how to
82 help reduce those risk factors that lead to the worst-case outcomes.

83 E. A service improvement plan needs to be developed and approved, to provide
84 an overall focus for investments and, within that focus, to strategically invest the

85 proceeds to achieve specific results and to maximize those results by partnering with and
86 leveraging existing resources.

87 F. King County contracts with local agencies, using county discretionary funds, to
88 provide adult day health and senior services, child care referral, domestic violence and
89 sexual assault victim's assistance, homeless and shelter services, housing assistance,
90 youth and family services, youth shelters, youth prevention and juvenile justice services,
91 adult justice diversion and transition services, health care for low-income, uninsured persons
92 and other supportive services for the community. The county also manages several
93 human service systems mandated by state and federal governments, including services for
94 seriously mentally ill people, drug and alcohol services, veteran's services, services for
95 people with developmental disabilities and public health.

96 G. In September 1999, the King County council adopted Ordinance 13629,
97 which embodied the Framework Policies for Human Services for the use of discretionary
98 county current expense and criminal justice funds. While the framework applies to all
99 human services in which the county is involved, it provides specific direction on the use of
100 county-generated tax resources for human services. The framework states that current
101 expense and criminal justice funds should be prioritized to:

102 1. Help provide access to a basic array of human services for residents of
103 unincorporated King County, according to need;

104 2. Help assure access to a basic array of human services for persons most in need,
105 regardless of where they live; and

106 3. Reduce the impacts on the county's juvenile justice and adult criminal justice
107 systems.

108 H. Some cities have voluntarily chosen to provide funding, from general tax
109 dollars and federal community development block grants or from specific levy proceeds,
110 for a variety of locally defined programs as well as to augment or leverage funding in
111 regional, state and federal programs.

112 I. Services are provided primarily through contract with nonprofit, community
113 agencies that also receive funding from cities, United Way and other community sources.
114 Historically, county and city human services funding has been added in response to
115 individual agency requests and via several legislative or executive-sponsored initiatives,
116 including prevention services for children and families in 1988 and 1991, domestic
117 violence victim advocacy in 1991 and services for at-risk youth in 1994.

118 J. Implementation of the King County framework policies began in 2000, but
119 King County found itself with a worsening financial situation. The county budget was
120 structurally challenged by a criminal justice system that was consuming more and more
121 of the available tax dollars just to maintain itself. This budget crisis drove the
122 reorganization of many county departments, the shedding of many employees and
123 responsibilities for discretionary services. Because of this, the executive proposed to
124 eliminate discretionary human service funding over a two-year period beginning in 2003.

125 K. The regional policy committee addressed the issues of health and human
126 services in response to the executive's preliminary announcement in early 2002,
127 recognizing that health and human service funding around the county was interdependent.
128 Local funding was leveraging multiple local, state and federal resources, as well as
129 private investment, and funding partners were concerned that the loss of King County
130 investments could de-stabilize the entire system.

131 L. The regional policy committee defined a work program to address health and
132 human services issues. An intergovernmental staff team, consisting of human service
133 managers and intergovernmental staff from the county and cities, compiled information,
134 performed analysis and developed recommendations for committee consideration to
135 address the tasks identified. In 2002, the committee made recommendations to the
136 council regarding preservation of funding for specific programs. In spring 2003, the
137 committee endorsed a report that identified a "set of regional human services to be
138 provided through a countywide partnership" that also identified the current level of
139 investment in the recommended set of regional human services and addressed the value
140 and benefit of these services to the community.

141 M. The regional policy committee was poised to begin work on the next task
142 defined to develop:

143 1. A proposed administrative framework for the countywide partnership for the
144 delivery of regional human services;

145 2. A financial plan for the regional human services system; and

146 3. Recommendations for funding mechanisms and sources of funding for the
147 regional human services system when the executive announced the formation of a new
148 task force to address many of the same issues.

149 N. The task force on regional human services was convened in 2004 to examine
150 the current regional human services system and to give practical recommendations for
151 maintaining funding for this system into the future. The regional human services
152 examined by the task force were those identified as the Regional Services to be Provided

153 Through a Countywide Partnership by the Regional Policy Committee of the
154 Metropolitan King County Council in 2003.
155 O. The healthy families and communities task force was subsequently convened
156 in 2005 was tasked with closing the existing funding gap for those limited regional
157 human services identified by the regional policy committee by bringing forward financial
158 options to address the unmet funding stream for these services.
159 P. At the same time the regional policy committee and executive task forces were
160 working on regional human services issues, The Ten-Year Plan to End Homelessness in
161 King County was developed by a consortium of stakeholders and adopted by the King
162 County council. The ten-year plan includes a series of key strategies for local leaders and
163 their organizations to pursue over the next decade, including:
164 1. Preventing homelessness through techniques such as temporary assistance,
165 supportive services and discharge planning;
166 2. Moving people who have become homeless rapidly into permanent housing
167 with the supportive services they need to maintain this housing;
168 3. Making the existing systems more efficient;
169 4. Measuring and reporting outcomes; and
170 5. Building the public and political will to commit the resources necessary to
171 accomplish the goal of ending homelessness.
172 Q. Development of the Ten-Year Plan to End Homelessness in King County,
173 changes in the strategic plan for United Way of King County, adoption of the juvenile
174 and adult justice operational master plans and the recent passage of King County
175 Proposition 1 have led to interest in updating county framework policies for human

176 services and revisiting the work of the regional policy committee in 2002 through 2005,
177 specifically regarding defining regional human service priorities.

178 SECTION 2. **Direction for the investment of levy proceeds.** Within the
179 parameters of eligible expenditures as described in Ordinance 15279, Section 5, regional
180 human services levy for veterans and others in need proceeds shall be used primarily to
181 improve access to and the results of regional health, housing and human services for
182 veterans, military personnel and their families and other individuals and families who are
183 at-risk for or involved in homelessness and expensive, after-the-fact emergency medical
184 and law and justice services. A limited portion of levy proceeds shall be used to promote
185 community investment in effective, early intervention and prevention services for
186 children and their families.

187 SECTION 3. **Service improvement plan required.** By August 15, 2006, the
188 executive shall develop and submit to the council, including the regional policy
189 committee, for the council's review and approval by ordinance a service improvement
190 plan and a related appropriation ordinance for the investment of levy proceeds for the
191 purposes described in section 2 of this ordinance. However, a supplemental
192 appropriation ordinance for expansion of existing county veterans' program services up to
193 the limit in section 7.E of this ordinance and for development of the service improvement
194 plan may be submitted by the executive to the council before development and submittal
195 of the plan. The plan shall be developed as a six-year strategic services improvement
196 plan that provides a basis for evaluating the results of levy expenditures in time to
197 develop a levy renewal proposal for the ballot in 2011.

198 SECTION 4. **Goals, strategies and purposes of the service improvement plan.**

199 A. The executive shall address in the service improvement plan the goals of
200 reducing homelessness and emergency medical and criminal justice involvement and
201 increasing self-sufficiency both for veterans and military personnel in need and their
202 families and for other individuals and families in need.
203 B. The investments identified in the plan shall help to achieve these goals by:
204 1. Improving access to and coordination and effectiveness of health, human
205 services and housing programs for those individuals and families in immediate need; and
206 2. Helping the community identify and expand the most effective means of
207 promoting healthy development for children most at-risk for dependency and criminal
208 justice involvement in the long run.
209 C. Overall purposes in addressing these goals are to:
210 1. Provide a measure of safety, dignity and opportunity to those most in need
211 and, thereby, to improve the overall quality of community life; and
212 2. Reduce the unsustainable growth of public safety, criminal justice and
213 emergency medical costs affecting county, city and state budgets.
214 SECTION 5. **Service improvement plan content and requirements.** The
215 executive shall include in the service improvement plan:
216 A. A review of current services and resources, system improvement plans and
217 best practices related to the goals for the investment of levy proceeds described in section
218 4 of this ordinance. The review shall identify and analyze opportunities for both service
219 and capital improvements or other one-time investments that offer the most promise in
220 terms of reduction in demand and cost of emergency health, housing and public safety
221 services as well as increased stability and self-sufficiency for people in need. Particular

222 priority shall be given to identifying opportunities to leverage and combine existing
223 resources to improve results and maximize impact;
224 B. A description of the proposed priority investment areas including the kinds of
225 system improvement strategies and ongoing or one-time investments proposed for each
226 priority investment area. The description for each investment area shall identify the
227 target group or groups and define and discuss goals, service improvement strategies and
228 desired results, including how the investment or improvements will build upon and
229 further develop existing resources;
230 C. An allocation plan for levy proceeds for each year of the six-year levy period.
231 The allocation plan shall separate the fifty percent of levy proceeds earmarked for
232 regional human services for veterans and military personnel in need and their families
233 from the remaining funds not specifically targeted to individuals and families with a
234 military background. Within these two overall categories for the use of levy proceeds,
235 the allocation plan shall show the projected use of levy funds for each of the priority
236 investment areas broken down further by ongoing service versus one-time investments;
237 D. Implementation plans for each priority investment area. The executive shall
238 include implementation plans for each priority investment area. These plans shall
239 describe:
240 1. How and when each specific improvement will be implemented using what
241 kinds of funding and service partnerships;
242 2. What kinds of performance contracting and performance measures will be
243 used;

244 3. How cultural competence will be assured in the delivery of services to
245 diverse populations; and
246 4. How services will be located and designed to maximize access by the
247 populations in need;
248 E. A plan for overseeing and evaluating both the initial implementation and the
249 longer-term results of the service improvement plan, including a description of the roles,
250 responsibilities and staffing of the veterans citizen oversight and regional human services
251 citizen boards called for in Ordinance 15279, Section 7; and
252 F. A brief description of the process used to develop the service improvement
253 plan and involve stakeholders as required in section 8 of this ordinance.
254 SECTION 6. **Priority areas for improvement investments.** In developing the
255 service improvement plan, the executive shall give particular consideration to areas of
256 investment that:
257 A. Help veterans and their families who are in need to benefit from increased
258 access to services that more effectively meet their needs in both the veterans' service
259 systems and other human services systems and that encourage development of new
260 partnerships between veterans' service systems and other human services systems;
261 B. Improve access to and success in housing and services by creating seamless,
262 user-friendly pathways from local institutions, the courts, emergency medical and public
263 safety services and the street into coordinated and integrated services;
264 C. Reduce repeated involvement in the emergency medical and criminal justice
265 systems and increase stability and self-sufficiency by developing and expanding the

266 capacity of supportive housing networks that use housing first strategies and provide
267 integrated support, treatment and employment services;
268 D. Allow for the timely and appropriate sharing of client information necessary
269 to achieving maximum results with all of the access and service and housing
270 improvement investments;
271 E. Increase access to and quality of post traumatic stress syndrome treatment for
272 veterans and others in need;
273 F. Increase the impact of programs that have demonstrated effectiveness in
274 reducing recidivism in the criminal justice system by adding housing and employment
275 components or increasing capacity, or both;
276 G. Increase self sufficiency by adding employment goals and services to existing
277 programs; and
278 H. Reduce the risk of future criminal behavior or dependency problems, or both,
279 by promoting healthy child development for children most at risk.
280 SECTION 7. **Allocation plan parameters.** The allocation plan of the service
281 improvement plan shall adhere to the following parameters:
282 A. One half of the levy proceeds shall be expended in ways that demonstrably
283 benefit veterans, military personnel in need and their families;
284 B. The majority of the first year's levy proceeds shall be allocated for capital and
285 other one-time expenditures for such purposes as expanding housing availability in
286 conjunction with new service investments, developing and implementing information
287 sharing protocols and information systems, training and equipment;

288 C. It shall be the goal to limit county administrative expenses for services
289 provided using the levy proceeds to no more than five percent with the exception of
290 expenses for development of the service improvement plan and implementation of the
291 evaluation plan;
292 D. For the second year of the levy and each year thereafter, an amount up to one
293 million dollars per year may be set aside for housing acquisition or other capital or one-
294 time purposes;
295 E. At least two million dollars per year from the portion of the levy proceeds
296 used for services for veterans, military personnel in need and their families shall be
297 expended on expansion and improvement of current county veterans program services.
298 The remainder of the portion of the levy proceeds dedicated to services for veterans,
299 military personnel in need and their families shall be expended to improve other housing
300 and health and human service options for veterans, military personnel in need and their
301 families and may be used in partnership with other funds for projects that jointly benefit
302 veterans, military personnel and their families and people who are not veterans, military
303 personnel in need and their families;
304 F. One million five hundred thousand dollars per year from the portion of the
305 levy proceeds not specifically designated for services for veterans, military personnel in
306 need and their families shall be invested in early intervention and prevention programs
307 that have demonstrated effectiveness in reducing dependency and criminal justice
308 problems in the long run; and

309 G. Regional human services levy proceeds for veterans and others in need shall
310 not be used to supplant county general fund or children and family services set-aside
311 funding for existing health, housing and human services programs.

312 SECTION 8. **Service improvement plan development process.** The executive
313 shall ensure that the service improvement plan is developed as a collaborative effort
314 between the departments of community and human services and public health with
315 specific involvement of the county veterans' program advisory board, health care for the
316 homeless, jail health, housing and community development, mental health, chemical
317 abuse and dependency, work training, community corrections, parent child health and the
318 children and family commission. In the process of plan development, the executive shall
319 also consult with the Committee to End Homelessness in King County, the appropriate
320 juvenile and adult justice operational master plan oversight and working groups, SOAR
321 and regional and subregional human services planning groups.

322 SECTION 9. **Roles of the veterans' program advisory board, the veterans'**
323 **citizen oversight board and the regional human services citizen board.**

324 A. The King County veterans' program advisory board shall be involved in the
325 development of the service improvement plan for the portion of the levy proceeds for
326 services for veterans, military personnel in need and their families. All proposals for
327 investment of the portion of the levy proceeds for services for veterans, military
328 personnel in need and their families shall be reviewed by the board, and the board's
329 recommendations provided as part of the plan.

330 B. The veterans' citizen oversight board and the regional human services citizen
331 board established in Ordinance 15279, Section 7, shall monitor and review the

332 expenditure of levy proceeds in accordance with the adopted service improvement plan
333 and report annually to the King County executive and council on or before June 1 of each
334 year beginning in 2007. The veterans' citizen oversight board and the regional human
335 services citizen board shall make recommendations to the executive and council
336 regarding any changes that may be needed to best meet the overall goals for the use of
337 levy proceeds and shall provide advice to the executive and council on the issue of a levy
338 renewal or replacement proposition.

339 SECTION 10. **Appointment of the veterans' and human services citizen**
340 **oversight boards.** Each council member shall provide a nominee for the veterans'
341 citizen oversight board and for the regional human services citizen oversight board to the
342 executive no later than June 1, 2006. The executive shall appoint all of the members of
343 the citizen oversight boards, including those nominated by council members, no later than
344 August 1, 2006. The boards shall be appointed, confirmed and convened immediately
345 following the adoption of the service improvement plan.

346 SECTION 11. **Human services recommendation report.**

347 A. Submission of the next human services recommendations report, a periodic
348 review of human services programs paid for with county discretionary funds required by
349 Ordinance 13629 adopting the Framework Policies for Human Services shall be delayed
350 until April 2, 2007, to allow for a comprehensive review of human services paid for with
351 county discretionary funds.

352 B. This review shall include those services paid for by the regional human
353 services levy for veterans and others in need as well as human services paid for from the

354 general fund and all services paid for from the children and family services set-aside
355 fund. The review shall be undertaken in light of:
356 1. The county roles, responsibilities and priorities described in the adopted
357 framework policies for human services;
358 2. Further policy directions inherent in the subsequent adoption and
359 implementation of major service system improvement plans affecting human services,
360 including the juvenile and adult justice operational master plans, the Ten-year Plan to
361 End Homelessness in King County, the recovery plan for mental health, the public health
362 policy framework and the service improvement plan; and
363 3. The work of the regional policy committee in defining and prioritizing
364 regional human services needing continued regional funding support, both the work done
365 during the county financial crisis in 2002 and work to be completed as described in
366 section 14 of this ordinance.
367 C. The report shall include recommendations to update the 1999 framework
368 policies to reflect the further policy directions noted above and to revise programming as
369 may be appropriate to implement such things as changes and refinements in priority, new
370 or improved strategies, better outcome definitions and measures and improved
371 monitoring and evaluation processes. The report shall be accompanied by proposed
372 legislation to adopt the policy and program change recommendations. Thirteen copies of
373 the report shall be submitted to the clerk of the council, for distribution to all
374 councilmembers.
375 SECTION 12. **Implementation of audit recommendations regarding human**
376 **services contracts.** The recommendations for improving contracting for human services

377 funded with county discretionary funds agreed to by the executive and included in the
378 King County auditor's performance audit, titled "Review of King County's Human
379 Services Contracting Practices" shall be implemented for contracts for services supported
380 by the regional human services levy for veterans and others in need. The audit
381 recommendations shall also be implemented for other human service contracts supported
382 by the general fund and services contracts supported by the children and family subfund
383 subsequent to adoption of policy and program changes during 2007 as called for in
384 Section 11 in this ordinance.

385 SECTION 13. **Preparation of a regional human services plan.** The regional
386 policy committee is requested to prepare a regional human services plan, including an
387 update of health and human services definitions and priorities based on the prior work of
388 the committee completed in 2002 through 2005. The regional services plan for human
389 services should be prepared in collaboration with service providers and stakeholders to the
390 greatest extent possible and should address priorities for human services to be funded with
391 local government, state and federal funds in coordination with private and foundation
392 funds.

393 The regional human services plan should result from completion of a work

394 program to be described in a motion submitted to the council by the regional policy

395 committee for introduction on or before June 30, 2006.

396

Ordinance 15406 was introduced on 4/3/2006 and passed by the Metropolitan King County Council on 4/10/2006, by the following vote:

Yes: 8 - Mr. von Reichbauer, Ms. Lambert, Mr. Dunn, Mr. Ferguson, Mr. Gossett, Ms. Hague, Ms. Patterson and Mr. Constantine
No: 0
Excused: 1 - Mr. Phillips

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Larry Phillips, Chair

ATTEST:

Janet Mason for

Anne Noris, Clerk of the Council

APPROVED this 17 day of April, 2006.

Ron Sims, County Executive

RECEIVED
2006 APR 20 AM 10: 16
CLERK
KING COUNTY COUNCIL

Attachments None