



# KING COUNTY

1200 King County Courthouse  
516 Third Avenue  
Seattle, WA 98104

## Signature Report

March 15, 2016

Motion 14588

Proposed No. 2016-0019.2

Sponsors Upthegrove

1 A MOTION approving a report on proposed funding  
2 allocation methodology for human service programs as  
3 required by the 2015/2016 Biennial Budget Ordinance,  
4 Ordinance 17941, Section 58, Proviso P1, as amended, and  
5 requesting the opportunity for councilmember district staff  
6 to attend and comment at meetings of the funding  
7 allocation workgroup proposed in the report and requesting  
8 council review and approval by motion of the conclusions  
9 of these workgroups.

10 WHEREAS, Ordinance 17941 Section 58, as amended, appropriated the  
11 community and human services administration fund 2015/2016 biennium budget, and

12 WHEREAS, Ordinance 17941, Section 58, Proviso P1, as amended, concerned  
13 \$150,000 that shall not be expended or encumbered until the executive transmits a report  
14 that outlines and describes the competitive procurement process that the department of  
15 community and human services will use to enter into human service contracts in future  
16 biennia and a motion that approves the report and the motion is passed by the council,  
17 and

18 WHEREAS, through the consideration and enactment of appropriations  
19 ordinances the council and the executive have often determined how to prioritize which

20 community organizations are funded to provide human services and in doing so  
21 councilmembers have been specifically aware of many of the particular needs of the  
22 communities they represent, and

23 WHEREAS, this awareness by councilmembers can provide knowledge that is  
24 important to substantively inform decisions on the criteria, scope and outcome for each  
25 program area in the report;

26 NOW, THEREFORE, BE IT MOVED by the Council of King County:

27 A. The council approves the report, which is Attachment A to this motion, that is  
28 the subject of the 2015/2016 Biennial Budget Ordinance, Ordinance 17941, Section 58,  
29 Proviso P1, as amended. Approval of this report shall not bind any future decisions by  
30 the council and executive regarding appropriations for specific community organizations;

31 B. The council requests that the funding allocation workgroups provide an  
32 opportunity for councilmember district staff to attend and comment; and

33 C. The council further requests that once the funding allocation workgroups have  
34 concluded their work as outlined in the report that is Attachment A to this motion, which  
35 includes finalizing the criteria by which agencies will be determined for inclusion,  
36 determining if a base amount of funding per agency will be used, determining the base  
37 amount of funding per agency, finalizing the scope and outcomes of the program area  
38 and, for some program areas, identifying ways to increase alignment of King County  
39 funds with what is provided by other major funders, the executive transmit to the council  
40 the conclusions of the allocation workgroups and a motion approving the final parameters  
41 that will be used to select providers for funding within fifteen days after the date on  
42 which the final workgroup concludes its deliberations. The conclusions and motion shall



43 be transmitted in the form of a paper original and an electronic copy with the clerk of the  
44 council, who shall retain the original and provide an electronic copy to all  
45 councilmembers.

46

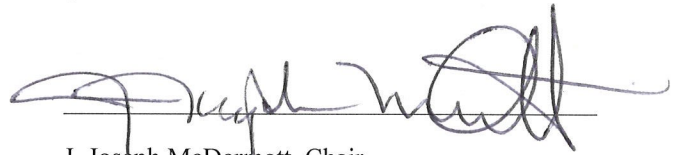
Motion 14588 was introduced on 1/19/2016 and passed as amended by the  
Metropolitan King County Council on 3/14/2016, by the following vote:

Yes: 9 - Mr. von Reichbauer, Mr. Gossett, Ms. Lambert, Mr. Dunn,  
Mr. McDermott, Mr. Dembowski, Mr. Upthegrove, Ms. Kohl-Welles  
and Ms. Balducci

No: 0

Excused: 0

KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON



J. Joseph McDermott, Chair

ATTEST:



Anne Noris, Clerk of the Council

**Attachments:** A. Report on Proposed Funding Allocation Methodology for Human Services Programs

**14588**

**Attachment A:  
Report on Proposed Funding Allocation  
Methodology  
for Human Services Programs**



**King County**

**Department of Community and Human Services  
Community Services Division**

**December, 2015**

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## Response to Budget Proviso

This report analyzes four human services programs within the Community Services Division (CSD) of the Department of Community and Human Services (DCHS). Proposed funding allocation methodologies, including competitive procurement processes when indicated, are identified for each program area that can be used for future budget biennia. The report provides responses to the following items outlined in the 2015/2016 Biennial Budget Ordinance 17966, Section 58, Proviso P1, (as amended):

- A. A detailed description of the outreach efforts undertaken by the department to include stakeholders and other interested parties in the development of a competitive procurement process for human services contracts in future biennia. At a minimum, the outreach efforts shall include existing human services contractors.
- B. A detailed description of the competitive procurement process the department intends to use to enter into human services contracts in future biennia. The competitive procurement process shall:
  - 1. Address, to the maximum extent practicable, comments and recommendations received from stakeholders and other interested parties submitted as part of the department's outreach efforts.
  - 2. Identify for each specific service area subject to the competitive request for proposal process, the projected outcomes, scope, schedule, criteria, and evaluation processes on which an application for a human services contract under the competitive procurement process shall be evaluated. The projected outcomes, scope, schedule, criteria, and evaluation processes identified shall be based on the department's past experience with human services contracting, with a particular focus on replicating successes and addressing weaknesses.
  - 3. Include a process by which small agencies can participate in the competitive procurement process.
  - 4. Identify and address emergent needs.
  - 5. Include a process by which geographic and population needs are taken into consideration as part of the competitive procurement process.
- C. A biennial schedule or process by which the department intends to evaluate the competitive procurement process and make necessary adjustments to the competitive procurement process for the subsequent biennium, which shall include a process for review and approval of the competitive procurement process by the council concurrently with the transmission of the executive's proposed biennial budget.

- D. Any changes to the King County Code necessary to implement the competitive procurement process.

## **Background**

The four human services program areas addressed in the Human Services Proviso are: Civil Legal Services, Domestic Violence, Sexual Assault, and Older Adults. The following provides a brief history of those four program areas. Initially, these program areas received County funds under the categories of Children and Family Services funding and General Funds when the County was providing greater support of human services with local funding. More recently, those funds have been consolidated and referred to more generically under the label of General Funds.

### Funding History of the Four Program Areas

In 2000, the majority of Washington State voters approved Initiative 695, which included the repeal of the Motor Vehicles Excise Tax (MVET). Although I-695 was later declared unconstitutional by the State Supreme Court (*Amalgamated Transit Union et.al. v. State of Washington*), the intent was implemented by the Legislature and Governor Gary Locke. During the 1999 – 2001 biennium the MVET had been expected to generate \$1.5 billion revenue across Washington State. This anticipated revenue was not realized as a result of the Legislature's action.

In response to the resulting reduction in revenues from the MVET, the 2000 King County budget (King County ordinance 1999-0608) included a reduction of \$300,000 for DCHS Community Services Division (CSD). The budget also included a proviso directing DCHS to develop a plan for conducting a Request for Proposals (RFP) Process in order to implement targeted service reductions. DCHS developed the requested plan, entitled the King County Framework Policies for Human Services (The Framework), which identified the County's role as assuring access to "a range of prevention, intervention, and rehabilitative human services". The two overall areas of focus of the Framework policies were to serve King County residents living in unincorporated areas, and to develop and implement County-wide human services systems for its mandated service areas which were listed as:

- Mental Health services
- Services for people with developmental disabilities
- Public Health services
- Drug and Alcohol services
- Veterans' services

The Framework also stated the following clarification of the County's role in funding for locally organized programs:

"King County, in partnership with other jurisdictions and the private sector, shall also help support other regionally organized, human services systems for persons most in need, taking into account other resources available to address those needs. Examples of such systems include, but are not limited to: youth and family services, domestic violence and sexual assault, information and referral, basic needs, and employment services. Section HS-15 of The Framework states that "King County shall not routinely use CX/CJ to fund 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. King County will support these kinds of programs only for residents of unincorporated areas."

The Framework was used to identify which services or program areas would be included in the RFP pool in 2000. The Civil Legal Services that were included in the Domestic Violence area was included. Not included in the 2000 RFP pool were Older Adult Services, the overall Domestic Violence program, and the Sexual Assault Services because these program areas had funding policies in place (Aging funding policy, 1983, and Health and Human Services funding policy, 1988.)

The complete Framework document is included in Appendix 5.

Civil Legal Services, as noted above, was one of the program areas included in the 2000 RFPs. When General Funds' revenue further declined in 2008, Civil Legal Services was one of the program areas that were eliminated. Legal services for survivors of domestic violence and victims of sexual assault including immigrants and refugees continued to be funded through the Domestic Violence and the Sexual Assault programs. Several legal service agencies received Council-directed funding from 2009 through 2014. Those agencies used those funds to provide legal assistance to youth, and to adults needing help with housing issues and accessing public benefits. During those years, a group of Civil Legal Service agencies advocated for more stable funding, and were successful in being included in the 2015-2016 biennial budget.

Currently, the amount of General Funds allocated for the Civil Legal Services program area in 2015-2016 is: \$867,402.

Domestic Violence and Sexual Assault program areas historically were funded through the King County Women's Program with guidance from the King County Women's Advisory Board under Ordinances 3631 and an amending Ordinance 4964. The Women's Program conducted a needs assessment. Domestic Violence and Sexual Assault services were found to be significant needs at that time. The initial budget for the Women's Program was \$28,000. By 1995, the budget had increased to \$1.6 million (an increase of 98 percent) which was a mix of County, state, and federal funds. An RFP process was used to select the agencies for County funding allocations.

Currently, the amount of General Funds allocated for the Domestic Violence program in 2015-2016 is: \$2,636,889.

Currently, the amount of General Funds allocated for the Sexual Assault program in 2015-2016 is: \$1,278,745. The total amount for these two program areas is \$3,915,634 for the biennium.

The Older Adults Program, originally titled the Aging Program, has been in existence since 1975. In 1989, the King County Aging Program Funding policy was adopted. This policy provided guidance with an emphasis on using County funding for senior centers and community centers in unincorporated areas and small cities. In 2008, as revenues declined, funding cuts became a necessity. The budget for the Older Adults Program was reduced significantly from \$706,706 to \$140,300 (a decrease of 80 percent) annually. A Request for Proposals was held and seven senior centers were awarded County funds.

Currently, the amount of General Funds allocated for the Older Adults program in 2015-2016 is: \$287,706, with \$142,373 allocated for 2015.

## **A: Description of the Outreach Efforts**

The following section describes the outreach efforts DCHS made to solicit feedback, identify needs in the community, and lay the groundwork for potential changes in scope, outcomes, and funding allocation methodology. Many of these same outreach efforts will be used when developing any future funding methodologies.

Extensive community engagement was conducted with the following:

1. current King County General funded providers in the four program areas
2. providers not currently receiving General Funds
3. stakeholders, policy makers and other funders

A complete list of the seventeen meetings including program area focus, dates and locations of the meetings may be found under Appendix 1.

In addition, fourteen stakeholders agreed to review drafts of the report elements and provide feedback. The reviewers included service providers, funders, and policy makers. A list of those stakeholder reviewers may be found under Appendix 2.

The goal of the meetings held with the providers was to create a fair and transparent process for the four human services areas by which General Funds can be allocated throughout the County. DCHS anticipates that when the process is finalized, providers will know:

- when funding is available and if the scope for that funding applies to the services and programs they provide



- The parameters for the funding, including the funding mechanism, criteria, outcomes and scope that will be used to rate applications and eligible agencies' qualifications
- That the outcomes reflect high value and will align and complement the outcomes of other funders in the same program area

The attendees of the community outreach meetings were asked to provide input to DCHS on the following:

- identify long-term strategies, including the scope of County funding for each program area
- identify service gaps
- identify geographic needs
- better align public funding
- utilize available regional data

Recommendations were received on the feasibility of using funding allocation methodologies that include but are not limited to a competitive procurement process. Those methodologies include:

- competitive procurement processes such as an RFP or Request for Investments
- Formula/Allocations model similar to those currently used by Washington State Department of Social and Health Services (DSHS) for domestic violence and sexual assault services
- or a combination of a Formula/Allocations and a RFP

Comments and recommendations from the stakeholders ranged from high level/policy to specific details. The following is a summary of common themes:

- Smaller agencies and agencies currently not receiving King County General Funds wanted to know the process for being included in the funding pool. They pointed out that the services they provide expand the program areas' capacity to serve marginalized populations or address emerging needs. Stakeholders of these smaller agencies asked to be kept informed when funding opportunities became available.
- All stakeholders recommended increasing the available funding.
- The currently funded providers emphasized that funding/allocation methodologies should leverage existing expertise and collaborative working arrangements that have been developed with the other providers in their particular program area.
- While currently funded community providers and major funding organizations (Washington State DSHS and Legal Foundation of Washington) acknowledged that certain providers are not being funded, both providers and funders expressed concern that adding additional providers without increased funding has the potential to negatively impact the ability to maintain current service levels.

## B.1: Funding Allocation Methodologies

The goal of this report is to propose transparent funding allocation methodologies and processes that are accessible and easy to understand by agencies whether small or large for each of the four human services programs receiving General Funds. This section of the report discusses three types of Funding Allocation methodologies. Appendix 4 provides an analysis of the advantages and disadvantages of each.

### Types of Funding Allocation Methodologies

1. Competitive Procurement Processes - Request for Proposals (RFP). King County DCHS – CSD follows the guidelines from the County's Procurement and Payables Division of Executive Services. RFP processes are recommended if any or all of the following circumstances apply:

- There is more than one qualified potential contractor or recipient.
- The available grant amount is sufficient to attract participation of a significant number of qualified contractors or recipients.
- The service has previously been performed three (3) years or more without being solicited competitively via an RFP process.

More information can be found by going to:

<http://www.kingcounty.gov/operations/DCHS/Business/Contracting.aspx>

2. Formula-driven/Allocation processes are used by several funders, including United Way and the Washington State Department of Health and Human Services. When using a formula method of allocating funding, a pool of agencies are identified that meet eligibility criteria. A base or minimum amount of award is established that every qualified and selected agency receives. If an agency meets additional criteria, that agency may receive additional funds up to a predetermined maximum amount.

Example: DSHS Domestic Violence (DV) program awards the base amount of funds (\$115,916) to seven of the DV agencies in King County. Each of those seven DV agencies was selected because they met the criteria of having a shelter bed program. Additional amounts of funds were awarded based on the agency's ability to meet some or all of the following:

- a. serving marginalized populations, serving clients living in remote areas or areas,
- b. being able to demonstrate the ability to serve large numbers of clients.

A maximum award per agency was set. Four of the seven King County DV agencies receiving DSHS-DV funding were allocated the maximum of \$276,633 for the fiscal year of 7-01-2015 to 6-30-2016.

On a periodic basis, an analysis is conducted by the funding entity to determine if the services offered by the agencies are meeting the program requirements identified in the contracts. If a new need is identified such as an influx of people to a certain geographic location, a separate pot of funds may be available to allocate to the agency best suited to meet that need. Funding Organizations using this allocation method typically use either a Request for Qualifications (RFQ) or RFP to select the agency(ies) that will receive the additional funds. Alternatively, if a new need is identified and no new or additional funds are available, then the funds are reallocated to the new pool of agencies, typically with smaller amounts of funding awarded to the individual agency. The results of this increase in number of agencies without a commensurate increase in funding may be a decrease in services and financial challenges for the agencies.

3. Direct Funding Allocation – the following is included as this is a method that currently is used.

The King County revenues that add to the General Fund fluctuate from year to year. Occasionally, these fluctuations result in an unexpected amount of funds that can be available for investments back to the community. For example, in 2015, 50 Direct Allocations were awarded by individual King County Councilmembers. These allocations were for services and programs such as the County Fair, a domestic violence program, a sexual assault program for at risk youth, promoting tourism to Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) visitors to the area, food banks, senior centers, boys and girls clubs, and supplies for two agencies serving babies and their parents. There is no established process for these types of allocations. The use of Direct Funding Allocations was noted in the 2006 King County Auditor's Report on DCHS Contracting Practice. One of the recommendations from that audit was to consider using an open selection process in order to improve contractor accountability and transparent funding decisions.

#### Equity and Social Justice

The King County Equity Impact Review Tool, revised in October, 2010, will be used to assess the recommended Funding Allocation Methodologies as well as to help determine criteria that will be used for selecting agencies for funding. In addition, stakeholders representing agencies that serve marginalized communities will be encouraged to participate and assist in:

- developing notifications of funding availability that are easily understood
- identifying effective methods of announcing and publicizing the availability of funding
- evaluating that the array of proposed services for each program area are available across the County, and useable by all residents regardless of income, ability, or other factors

## **B. 2, 3, 4, and 5: Program Area Descriptions**

The Proviso asked for a description for each program area that includes the projected outcomes, scope, schedule, criteria, and evaluation process that will be used to rate the applications submitted by agencies. The Proviso also asked for a process by which small agencies can participate, how emergent needs will be identified and addressed, and how geographic needs and population needs are considered. The following addresses those issues by program area.

### **Civil Legal Services**

In 2014, a total of 3,293 clients were served by the five Civil Legal Service providers that received \$223,091 in General Funds.

The current King County General Funded Providers provide a range of services including assistance in accessing benefits such as Supplemental Security Income (SSI), family benefits, benefits and guidance for immigrants and refugees, assistance for juveniles who want/need their court records expunged, legal assistance for survivors of domestic violence and victims of sexual assault, and help with unemployment issues. Between the years 2000 to 2014, Civil Legal Services were funded through Direct Allocations that were included by King County councilmembers. In addition, there was not an analysis conducted during that time to determine the most effective use of County General Funds for civil legal services.

Current outcomes for this program include the following, based on the individual agency:

- Increase low income, unemployed individuals' access to unemployment benefits
- Increase economic security of individuals with disabilities who are living on low-incomes
- Increase survivors of domestic violence understanding of the legal options available to them, and the development of skills that will help them successfully cope with the legal process
- Increase low-income families' knowledge of legal rights, options and services of public entitlement programs

A recent 2015 analysis has been conducted by DCHS for the Civil Legal Services program area using two key data resources. The first resource was a statewide survey conducted by Washington State University which used two approaches. The first approach was a substantial sample of low-income persons throughout the state who had legal needs. The second approach was specific, dedicated outreach to marginalized, traditionally underserved communities including immigrants and minority populations. The survey results suggest that the above outcomes may not reflect the most frequently requested needs of people who would benefit from legal services. In addition, research indicates that a majority (65 percent) of people from

marginalized communities/populations who are living on low incomes may not understand that their particular needs require or could benefit from legal assistance.

The second data resource used in the 2015 analysis was King County data from the 211 Community Information line; specifically calls to 211 for legal services in 2014.

Two caveats were kept in mind when using these two data resources as part of the assessment:

1. The Civil Legal Needs data study was conducted on a statewide sample without a King County specific sub analysis.
2. The 211 calls may not reflect the needs of those clients accessing the civil legal services system directly through either other referral systems and/or direct linkages between service providers.

The results of the State Survey and an analysis of the 211 calls highlight the need for increased housing-related legal interventions, domestic violence related legal assistance, minority/low income access, family issues (such as custody and guardianship), employment discrimination and consumer legal protection. The needs revealed by the State Survey and the 2014 King County 211 calls overlap, but are not a perfect match.

The 2015 analysis shows little alignment between what the County currently funds in the Civil Legal Services program (primarily helping clients obtain access to benefits and helping juveniles expunge their records) and the needs of the community referenced above.

The proposed Funding Allocation Methodology is a Formula/Allocations and RFP funding process. A Funding Allocations work group will be convened to assist with finalizing process and policy, develop selection criteria, and recommend the agencies for 2017-2018 funding. The members of the Funding Allocations work group may include staff from the King County Executive's Office, Metropolitan King County Council, Department of Community and Human Services, and stakeholders. At least one of the stakeholders will represent an agency serving clients from a marginalized community or an underserved area of the County.

A RFP is proposed to be activated when new or additional funding becomes available. In addition, a RFP may be proposed if a new need or population is identified. The RFP announcement of funding availability will contain clearly defined outcomes, scope and criteria. Community outreach efforts will be conducted to ensure that all eligible agencies are aware of the funding opportunity, including smaller and currently non-funded agencies.

The proposed outcomes for the Civil Legal Services program area are: increase the number of clients whose legal needs are addressed in the court system, and increase the knowledge and ability of clients in need of legal services to locate resources that meet those needs.

The proposed scope of services for the Civil Legal Services program includes: legal intervention for housing issues, domestic violence and sexual assault/abuse related legal assistance, assistance for minorities needing income assistance, help with family issues such as custody and guardianship, employment discrimination, and consumer protection. The proposed scope will be finalized during the Civil Legal Services Funding Allocation work group process.

#### Proposed Schedule

##### 1. Formula/Allocations Process:

- During the spring and early summer of 2016, DCHS will convene the members of the Civil Legal Services Funding Allocation work group, finalize the criteria by which agencies will be determined for inclusion, and determine if a base amount of funding per agency will be used. If so, identify the base amount per agency, and finalize the scope and outcomes for this program area. In addition, this work group will assist in identifying ways to increase the alignment of King County funds with what is provided by the other major funders for this program area.
- In early to mid-summer of 2016, a RFQ will be issued for civil legal service agencies interested in being considered for King County General fund allocations.
- During late summer and early fall, submit a list of agencies recommended for inclusion in the 2017-2018 base budget to the King County Executive who will then submit the list to the Metropolitan King County Council.

##### 2. Proposed RFP Process (to be used if additional funding is available):

- Early spring of 2016: Proposed RFP will be submitted to Executive who will then send it to the Metropolitan King County Council for review prior to the Notification of Funding Availability is announced.
- During the spring of 2016: RFP released for 2017-2018 biennia, applications received, reviewed and rated.
- During the summer of 2016: successful applicants will be notified, as will those who were not successful applicants.
- During the late summer, early fall of 2016, a list of agencies recommended for inclusion in the 2017-2018 base budget will be submitted to the King County Executive.

Criteria for Agency Funding Eligibility may include: Nonprofit status, history of serving clients in one or more of the areas included in the RFP, having attorneys on staff or on a pro bono basis who provide individual assistance, agency history of audits with minimal findings, and a history of providing services that correspond to the identified scope listed in the RFP. The criteria will be finalized during the Funding Allocation Work Group process.

Program Evaluation of the contracts once they are in place will be conducted by the DCHS contract manager and the Performance and Evaluation team of DCHS.



Small agencies and those not currently funded by the County will be encouraged to participate in meetings in which the Formula/Allocations process is discussed and questions are answered. DCHS will use outreach elements of the process used by the Communities of Opportunity for their Place-Based Equity Partnership Letters of Opportunity.

Emergent needs for this program area were determined by reviewing the results of the 2014 Civil Legal Needs Study, the results of the 2014 requests for legal services to the 211 line, and the outcome reports from the 2014 DCHS/CSD Civil Legal Services contractors. A similar process will be used in the future.

Geographic and population needs were determined by reviewing the calls received by 211 in 2014, including the geographic location of the callers. In addition, conversations with stakeholders provided information on the needs of people seeking legal assistance.

## Domestic Violence

In 2014, a total of 3,950 clients were served and 260 service providers were trained with \$1,101,864 in General Funds. The clients were survivors of domestic violence (DV) or family members who were affected by the situation. The 260 service providers were professionals who received DV-specific training. DV perpetrators are not served with King County General Funds through the DV Program. Prior to 2009, intervention strategies for DV perpetrators were funded with General Funds, but the funding stopped in 2009 after research results failed to show that services were sufficiently effective.

Currently, the array of DV services funded with King County General Funds include: community advocacy, crisis intervention, information and referral, legal advocacy, community education and outreach, shelter/unit nights, training, and safety planning.

The funding landscape for domestic violence by other funders is relatively stable at this time. However, the following highlights potential changes over the next two years:

1. Washington State DSHS has decided not to accept new applications and award allocations to new agencies while a new state wide DV funding plan is developed. The result is a moratorium for funding new shelter programs at this time.
2. United Way adopted a new strategic plan in July, 2015 with changes in focus from what previously had been in place. Currently, contracted services for survivors of domestic violence and intervention strategies for DV perpetrators/offenders are scheduled to end at the end of June, 2017. Community engagement meetings are planned to be held by United Way in 2016 to determine where domestic violence fits in this new strategic plan.

DCHS held several discussions with DV providers and stakeholders on the feasibility of using funding allocation methodologies that include but are not limited to a competitive procurement process. Those methodologies include a formula model similar to those currently used by

Washington State Department of Social and Human Services (DSHS) for domestic violence and sexual assault, a competitive procurement process such as a RFP, or a combination of a formula and competitive process.

During those conversations, stakeholders and several directors of domestic violence agencies recommended that a set of Core Services be identified. The following draft set of core services were proposed for County funding.

**Draft DV Core Services**

Agencies funded with King County General Funds shall have the capacity to provide the following services, or have a collaborative arrangement with another agency that provides the services.

Direct Survivor Services, including: Legal, Housing, Medical, Social Service, and Community Advocacy; Safety Planning Assistance; Crisis Intervention and Support; Information and Referral services; Advocacy-Based Counseling either in a group or individually, and Parenting Support. In addition, agencies may provide Professional Training, Community Education and Outreach.

Recommended Funding Allocation Methodology: DCHS proposes for the DV program area that a Formula/RFP method is used. The details for the Formula/RFP will be identified by a DV Funding Allocation Methodology work group which will include stakeholders in the Domestic Violence program area as well as staff of the Executive's Office, the Metropolitan King County Council, and DCHS. The stakeholders will include one or two representatives from agencies serving clients from marginalized communities.

The proposed Formula/Allocations section will use a list of criteria or required elements, such as the previously listed draft Core Services that will guide the selection of agencies to be funded. Criteria may also include a history of serving survivors of domestic violence, a history of serving diverse clients, a history of providing specific services such as counseling, legal advocacy, guidance in developing safety plans, serving clients in one or more specific regions in King County, or serving a specific population that face challenges to obtaining services. A RFQ will be used to identify the pool of agencies that may be selected for funding. A minimum amount of funding will be allocated for each selected agency. Additional funds may be awarded for agencies serving populations or geographic areas that face increased barriers to locating and accessing services.

The proposed RFP section will be activated when new or additional funding is available, or if new needs or populations are identified. The funding will be available through a RFP, with clearly defined outcomes, scope and criteria announced in the notice of funding availability and extensive community outreach efforts to ensure that all eligible agencies are aware of the funding opportunity.



The proposed outcome for Domestic Violence is: Survivors of domestic violence have strategies for enhancing their safety and accessing support for themselves and their children.

The proposed scope for this program is the draft set of Core Services listed above.

Schedule: The goal is to have a finalized Formula/RFP model in place by summer of 2016 and a list of recommended agencies for funding to the Executive by late summer or early fall of 2016.

1. Formula/Allocations Process:

- During the spring of 2016: Convene the members of the Domestic Violence Services Funding Allocations work group; finalize the criteria by which agencies will be determined for inclusion; determine if a base amount of funding per agency will be used. If so, identify the base amount per agency; and finalize the scope and outcomes for this program area. In addition, this work group will assist in identifying ways to increase the alignment of King County funds with what is provided by the other major funders for this program area.
- During late summer or early fall of 2016: Submit list of agencies recommended for inclusion in the 2017-2018 base budget to the King County Executive.

2. Proposed RFP process (to be used if additional funding is available or if new or emerging needs are identified).

- Spring of 2016: Proposed RFP will be submitted to the Executive who will then transmit it to the King County Council for review prior to the Notification of Funding Availability is announced.
- During the spring of 2016: RFP is released for 2017-2018 biennia, applications received, reviewed, and rated.
- During the summer of 2016: Successful applicants will be notified, as will those who were not successful.
- During the late summer, early fall of 2016: Submit a list of agencies recommended for inclusion in the 2017-2018 base budget to the King County Executive.

Proposed Formula Criteria may include: Nonprofit status, History of serving clients in one or more of the areas of the County, (for those currently receiving King County funds) Success in meeting the program requirements agreed to in the King County DV contract. The criteria may include additional items and will be finalized during the Funding Allocations work group process.

Proposed RFP Criteria may include: the budget submitted by the applicant is reasonable for the amount of funds requested, the application is submitted within RFP announced deadlines, the application packet is complete, and the application answers the questions and meets the expectations related to the announced outcomes, scope, and other criteria specific to the RFP. The criteria will be finalized during the Funding Allocations work group process.

Evaluation of the applications will be rated by a panel of subject matter experts including at least one stakeholder who is not applying for funds, and one community member such as a member of the King County Women's Advisory Board.

Program Evaluation of the contracts, once they are in place, will be conducted by the DCHS contract manager and the Performance and Evaluation team of DCHS.

Small agencies and those not currently funded by the County will be encouraged and invited to participate in meeting(s) in which the RFP is discussed and questions are answered. If requested, interpreters will be available. In addition, DCHS will invite stakeholders including small or unfunded agencies to participate in the development of the RFP. DCHS will incorporate outreach elements of the process used by the Communities of Opportunity for their Place-Based Equity Partnership Letters of Opportunity.

Emergent needs for this program area were determined by reviewing changes in Census and American Community Survey data, as well as monitoring recent legislative changes and other funders' policies. For example:

- Washington State legislature passed an Omnibus Domestic Violence bill which requires a statewide plan to address, in part, the needs of marginalized populations and geographic needs of survivors of domestic violence. In the years to come, the state and King County will benefit from the state wide plan. However, the Washington State Department of Social and Human Services' Domestic Violence program has decided to put a moratorium in 2017 on considering any new applications for funding for agencies currently not receiving funding.
- United Way has significantly changed the focus of its Strategic Plan and has announced that in 2016, it will be evaluating its funding for domestic violence and sexual assault agencies. No proposed changes are anticipated for 2016 in these two areas, but changes in focus and possibly funding may occur for 2017-2018 funding. The DCHS staff will be monitoring funding decisions by United Way for Domestic Violence.
- The City of Seattle's Mayor's Office for Domestic Violence and Sexual Assault held three RFPs in 2015 focused on gender-based violence prevention, commercial sexual exploitation and sexual assault services for adult and child victims. The total available funding for these three RFPs was \$1.3 million. These three program areas will be assessed to determine how King County current funds align with these services.

Geographic and population needs were determined by: a review of the census, the client demographic reports from the 2014 King County DCHS DV contracts and conversations with stakeholders.

## Sexual Assault

The King County-funded Sexual Assault program served 4,278 clients in 2014, using \$623,582 in General Funds. Thirty-six percent of those clients were from communities of color. Four hundred and eight (408) of the clients were children between the ages of 0-5, and 99 were 55 years or older. The highest percentage of clients served in 2014 (1,143) clients lived in the South Urban region of the County, and the lowest percentage (9) lived on Vashon Island.

General Funds support two of the three state accredited sexual assault agencies in King County to provide Core and Specialized services including: medical advocacy, legal advocacy, medical evaluations, mental health treatment, general advocacy, and crisis intervention/information and referral. In addition to these three accredited agencies, several of the DV agencies funded under the Domestic Violence program also serve victims of sexual assault. (Note: the state accredited Sexual Assault agencies in King County are Abused Deaf Women's Advocacy Services, Harborview Medical Center's Center for Sexual Assault and Traumatic Stress, and King County Sexual Assault Resource Center. The Abused Deaf Women's Advocacy Services organization is included in the Domestic Violence category for General funds as they serve survivors of domestic violence as well as victims of sexual assault. The other two state accredited agencies are included in the Sexual Assault category.)

In mid-1994, the Washington State Sexual Assault Services Advisory Committee was convened in response to a perception that there were problems with how programs were funded, and how services were being delivered to victims of sexual assault and abuse. Seventeen stakeholders met to develop and propose high quality and consistent service standards for victims of sexual abuse and assault. At that time, the committee members identified problems in how programs were funded, and the way services were delivered to victims of sexual abuse. In 1995, a report was issued from the committee that was based on three beliefs:

1. Individuals across Washington State should have access to a range of core sexual abuse/assault services.
2. In addition to the core services, there should be a locally available comprehensive array of specialized sexual abuse and assault services.
3. Regardless of any individual financial impact of the recommended system on current service providers, the system of Core and Specialized Services must be available for all citizens of the state, in order to service the greater good of a larger number of victims.

Core Services and Specialized Services are defined in the report as follows:

A Core Service is one to which all victims are entitled and therefore needs to be available in every community and be provided by agencies whose primary commitment is to sexual abuse and assault victimization. Core Services include: Information and Referral, Crisis Intervention, Medical Advocacy, Legal Advocacy, General Advocacy, and System Coordination.

A Specialized Service is one which should be available to victims in every community, but could be delivered by a variety of providers – not necessarily only by agencies or individuals whose primary commitment is to sexual assault victimization issues. Specialized Services include: Therapy, Support Groups, and Medical Evaluation.

The two state accredited sexual assault agencies currently under contract and funded with County General funds work together to ensure that the array of core and specialized services listed above are available to victims of sexual abuse and assault in King County. Currently, each agency provides services not necessarily duplicated by the other.

Washington State reviewed how other states allocate funds to sexual assault agencies, and what allocations processes were used. The following recommendations were used to improve Washington's allocations process:

- Do not use a competitive process as it creates instability and unreliability for the programs that depend on the funds.
- Instead, the recommendation was to create a formula that included a Core Services base amount for each agency, with additional funds allocated for Specialized Services as available.
- In addition, geography and population were factors in deciding the amount of funds awarded to each region.

Recommended Funding Allocation Methodology: DCHS proposes for this program area that a Formula/Allocations and RFP funding process be used. A RFP will be held for any additional funding as it becomes available.

The proposed Formula/Allocations section of this methodology will use a list of criteria to guide the selection of agencies to be funded. A minimum/base level amount of funding will be allocated for each selected agency, with additional funds allocated for agencies serving populations or geographic areas that face increased barriers to locating and accessing services. A Sexual Assault Funding Allocation work group will be convened in order to review the proposed criteria and assist in identifying the agencies recommended for funding.

The RFP will be activated when new or additional funding is available. In addition, a RFP will be considered when new or emerging needs or populations are identified. The funding will be available through a RFP, with clearly defined outcomes, scope and criteria announced in the notice of funding availability. Extensive community outreach efforts will be made to ensure that all eligible agencies are aware of the funding opportunity. The Sexual Assault Funding Allocation work group will assist in finalizing the outcomes, scope, and criteria.

The proposed outcomes are to increase the ability of sexual assault victims and their non-offending family members to understand and successfully cope with the trauma of sexual assault.

The proposed scope for the 2017-2018 General Funded Sexual Assault Program includes the Core Services which are: Information and Referral, Crisis Intervention, Medical Advocacy, Legal Advocacy, Support, and System Coordination. Also included are the Specialized Services which include Therapy, Support Groups, and Medical Evaluation.

The proposed schedule is:

1. Formula/Allocations Process:

- During the spring of 2016: Convene the members of the Sexual Assault Services Funding Allocation work group; finalize the criteria by which agencies will be determined for inclusion; determine if a base amount of funding per agency will be used; if so, identify the base amount per agency; and finalize the scope and outcomes for this program area. In addition, this work group will assist in identifying ways to increase the alignment of King County funds with what is provided by the other major funders for this program area.
- During late summer-early fall of 2016: Submit list of agencies recommended for inclusion in the 2017-2018 base budget to the King County Executive.

2. Proposed RFP process (to be used if additional funding is available or if new or emerging needs are identified):

- Early spring of 2016: Proposed RFP will be submitted to Executive who will then transmit it to the Metropolitan King County Council for review prior to the Notification of Funding Availability is announced
- During the spring of 2016: RFP released for 2017-2018 biennia, applications received, reviewed, and rated.
- During the summer of 2016: successful applicants will be notified, as will those who were not successful.
- During the late summer, early fall of 2016, a list of agencies recommended for inclusion in the 2017-2018 base budget will be submitted to the King County Executive.

Criteria for Agency Funding Eligibility may include state accreditation as a sexual assault agency, history of serving victims of sexual assault, history of serving victims county-wide or in areas of the county not served by other agencies, or serving populations with unique needs.

Program Evaluation of the contracts once they are in place will be done by the DCHS contract manager and the Performance and Evaluation team of DCHS.

Small agencies and those not currently funded by the County: At this time, in addition to the three accredited sexual assault agencies, victims of sexual assault are being served by several of the domestic violence agencies in the County.

The sexual assault and abuse providers are working closely with the domestic abuse providers in order to provide support and collaboration with each other. The collaboration and support meetings held on a regular basis through the Coalition on Domestic Violence and Sexual Assault (now known as Coalition Ending Gender-Based Violence) provide smaller agencies opportunities to collaborate with larger, more established agencies. When funding is available, an emphasis will be on funding applications that demonstrate partnerships with other agencies.

Emergent needs for this program area were determined by: information gathered through multiple conversations with stakeholders ranging from Washington State DSHS to individual providers in King County, the currently funded Sexual Assault providers, a review of the 2014 demographic and outcomes reports submitted by DCHS/CSD contractors, and a review of the recent research on the prevalence of sexual assault.

Geographic and population needs were assessed in a similar fashion to the Emergent needs section shown above.

## Older Adults

A total of 4,018 adults, aged 55 years and older were served in 2014, using \$140,300 of General Funds. The majority of the clients were served in senior centers, with a smaller percentage being provided transportation to and from their homes to the local senior center, medical appointments, or other needed services. The transportation was provided by Unincorporated Volunteer Transportation program.

The Older Adults Program historically has sought to offer services that complement rather than duplicate those funded by the local Area Agency on Aging and United Way. This focus has been guided by the Aging Policy which was last revised in 1989. King County is one of the three sponsors of the local Area Agency on Aging, also known as Aging and Disability Services. A total of \$143,373 in 2015 General Funds is allocated for the DCHS Older Adults Program. Seven senior centers and the Senior Services' Unincorporated Volunteer Transportation program are funded with this amount. (Additional information on the clients served in 2014 is included in Appendix 3.)

A series of meetings with stakeholders, senior center providers and other funders of older adult services were held in preparation for this report. In addition, data and information was reviewed from sources such as the 2016-2019 Area Plan on Aging, a review of the American Community Survey on demographics of older adults living in King County, a review of the outcomes reports submitted by currently funded providers, and community outreach meetings and conversations with stakeholders.

The consensus of the participants in these discussions was that addressing social isolation for older adults was a primary need in helping older adults remain healthy and maintain their ability



to be independent. Many of the activities currently funded by King County General Funds address or contribute to strategies to counter social isolation.

Recommended Funding Allocation Methodology: DCHS proposes for this program area that a RFP is used to identify agencies for funding in 2018 for the 2019-2020 biennia. A Funding Allocation work group will be convened including a stakeholder representative, as well as representatives from the Executive's office, the King County Council, and DCHS.

Note: The reason for the recommended delay is based on the potential for significant changes in United Way's funding for older adult services. As explained in the Emergent Needs section on page 23, current United Way contracts with providers of older adult services are scheduled to end in June, 2016. No clear information is available at this time to determine how or if United Way will continue to specifically fund older adult services after June, 2016. If they do not, then the County may choose to re-evaluate the services currently funded with General Funds.

The proposed outcomes are: 1) Maintain or increase the ability of older adults to remain independent by decreasing social isolation and addressing physical and mental disabilities, and 2) Improve the understanding of older adults of the available resources and support services for them.

The proposed scope for this program includes: services that address social isolation of older adults with a focus on serving older adults living in unincorporated areas of the County. Services may include the following: transportation to and from senior centers, medical appointments, and travel to obtain needed goods and services; information and assistance; activities that address physical and mental impairments, outreach by senior center staff to encourage older adults to attend activities at the senior center; and classes, social events, and other activities that encourage the building of relationships between the participants at the senior center and with the community.

Proposed Schedule:

- Spring of 2018: Proposed RFP will be submitted to the King County Executive who will submit it to the Metropolitan King County Council prior to the Notification of Funding Availability.
- During the Spring of 2018: RFP released for 2019-2020 biennia, applications received, reviewed, and rated.
- During the Summer of 2018: Successful applicants will be notified, as will those were not successful.
- During the late Summer, early Fall of 2018: Submit a list of agencies recommended for inclusion in the 2019-2020 base budget to the King County Executive.

Proposed Criteria for Agency Funding Eligibility may include: Nonprofit status, History of serving clients in one or more of the areas included in the RFP, Budget submitted is reasonable for the amount of funds requested, application is submitted within RFP announced deadlines, and the application packet is complete. The Older Adults Funding Allocation Work Group will assist in finalizing the set of selection criteria.

Evaluation of the applications will be rated by a panel of experts including at least one stakeholder who is not applying for funds.

Program Evaluation of the contracts once they are in place will be conducted by the DCHS contract manager and the Performance and Evaluation team of DCHS.

Small agencies and those not currently funded by the County will be encouraged to participate by email messages and invitation(s) to one or two meeting in which the RFP is discussed and questions are answered. If requested, interpreters will be available. In addition, DCHS will invite stakeholders including small or unfunded agencies to participate in the development of the RFP. DCHS will incorporate outreach elements of the process used by the Communities of Opportunity for the Place-Based Equity Partnership Letters of Opportunity.

Emergent needs for this program area were determined by reviewing a number of sources including the 2010 Census, the American Community Survey, 2014 program results from the KC DCHS Older Adults Program, the 2016-2019 Area Plan on Aging, forecasts for the Washington State Office of Financial Management, and conversations and discussions with stakeholders:

- The number of older adults in King County is increasing and expected to continue to increase. In addition, people in King County are living longer than before by 3.4 years as compared to twelve years ago. The estimated number of King County older adults in 2013 was 354,875. Estimates are that by 2030, the number of older adults aged 60 or older will be 542,574 or 25.6 percent of King County's population.
- Living alone and living on a low income are risk factors for becoming socially isolated. The number of older adults in King County who live alone is estimated at 64,600 (20 percent). The number of older adults in King County living on incomes of \$11,490 or less is estimated at 30,719 (9 percent).
- Risk factors for social isolation include an increased risk of mortality, negative effects on physical and mental health, perceived loneliness which contributes to cognitive decline and risk of dementia and can increase the likelihood of abuse.

The 2016-2019 Area Plan on Aging states on page 80 under Trends and Challenges that "Loneliness and social isolation are a threat to longevity. Lack of social relationships influences the risk of death comparable to well-established mortality risk factors such as smoking and alcohol consumption, and exceeds the influence of other risk factors such as physical inactivity and obesity."



- Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) older adults may face a greater risk of social isolation. Retired older adults who may have identified themselves as LGBTQ during their career may feel they now need to “go back in the closet” or pretend to be heterosexual in order to be accepted in their communities.

The Washington State Senior Centers’ Association has devoted workshops during their annual conferences on how to engage LGBTQ older adults including making the senior center a safe and welcoming place. The directors of the senior centers currently under contract with King County were asked to provide information on the clients they serve who are from the LGBTQ community. They were also asked if they have programs or activities focused or targeted specific to the clients. All the directors responded that they do have clients from this community, but do not have specific programs at this time. Their goal is to create a welcoming environment at the centers that allow people to be who they are without being spotlighted. The number of LGBTQ clients served in King County General funded senior centers is not a statistic collected on the DCHS demographic form.

Response from one of the senior center directors regarding the number of LGBTQ participants:

*"I do know that we have one senior lesbian in our Yoga class and several lesbians attend weekly bridge. I helped a male gay couple the other day with their 104 year old mother who just moved here. I am sure there are more LGBT seniors who attend programs at the Center but often older adults are not comfortable coming out."*

- The continued challenges of senior centers operating on limited resources. For example, as noted in the background section of this report, County General Funding was reduced for senior centers in 2010 and has not been significantly increased since that time.
- United Way is one of the three sponsoring agencies for the Area Agency on Aging, and currently allocates over \$1.5 million for programs for older adults aged 55 and over, and for adults with chronic disabilities. In July, 2015, United Way changed the focus for its Strategic Plan and is deciding how it will fund services that address needs of older adults and adults with chronic illnesses and disabilities. Contracts with agencies serving older adults are scheduled to end on June 30, 2016, and no decisions have been made on whether any funding will continue past that time for this population. This change in funding is causing concern throughout the older adult agencies that are under contract with United Way. The potential disruption in United WA funding for senior centers and other programs serving older adults may result in advocates for this population approaching the other major funders for increased financial assistance.

Geographic and population needs were assessed by: a review of the American Community Survey, data from the Washington Office of Financial Management, a review of the 2014 program reports submitted by King County DCHS/CSD Older Adult contractors, and conversations with stakeholders and major funders of older adult services.

## **C. Description of process or schedule for evaluating the Funding Allocation Methodology**

The DCHS will evaluate the method used for the prior biennia and determine if this method continues to be relevant for that program area. In addition, for each program area, DCHS will evaluate the scope, outcomes, population trends and emergent needs on a minimum of every four years to determine if the currently used areas of focus are relevant based on the new data. Part of this regular evaluation will include but not be limited to community outreach meetings with a range of populations including marginalized groups review of updated census data including identification of shifts of population to different areas of the County.

If significant changes are observed or anticipated for a program area such as increased or decreased funding or evidence from the Census of population changes, DCHS may submit a request to the King County Executive to hold a competitive procurement process or propose an alternate methodology to identify and select providers for funding.

In the event that a competitive procurement process is held, the process will be submitted to the King County Executive, who will then send it to the Metropolitan King County Council for review and approval. If the competitive procurement process is held prior to or after the Executive submits the proposed biennial budget, the process will be submitted to the Executive who will then send it to the Council for review and approval six weeks before it is released to the public.

## **D. King County Code**

At this time, DCHS is not proposing changes to the King County Code. However, as we further explore this issue, there may be need to request a change in the Code. A primary concern for DCHS and the County is how to ensure that small agencies or agencies representing marginalized communities have an equitable chance of competing for County funds. One of the County requirements often cited as a barrier to applying or receiving funding is the need for insurance at the levels mandated by the County. As part of the ongoing effort to be inclusive and equitable, further analysis and discussions were held with the King County Risk Management staff on how to address challenges and perceived barriers faced by small agencies when they apply for or are being considered for funding. One promising avenue to continue to explore is to establish a gradient list of services and activities that can be used when evaluating what is provided by individual agencies. Those agencies with higher types of exposures such as those with staff who work directly with children or victims of sexual assault likely would have increased insurance coverages, while those with less risk potential could have decreased insurance coverage. None of these changes would require a change to the King County Code.

In addition, as noted earlier in this report, the County's procurement website states:

" Community Service/Grant contracts are often exempt from the requirements of the King County Code Chapter 2.93".

## **E. Summary of Recommendations on the Funding Allocation Methodologies for each program area.**

These recommendations were developed through conversations with stakeholders including major funders in each program area, and reviews of the current literature and data. For each proposed program area, the recommendation for funding allocation method includes convening a work group composed of stakeholders, County staff and others as needed.

1. Civil Legal Services: Use a Formula/Allocations method in 2016 for the 2017-2018 biennia. Use a RFP for additional funding when available.
2. Domestic Violence: Use a Formula/Allocations method in 2016 for the 2017-2018 biennia. Use a RFP for additional funding when available.
3. Sexual Assault: Use a Formula/Allocations method in 2016 for the 2017-2018 biennia. Use a RFP for additional funding when available.
4. Older Adults: Conduct a RFP in 2018 for the 2019-2020 biennia.

## **Appendix 1**

### **Community Outreach**

### **Appendix 1: List of Community Outreach Meetings**

<b>Date</b>	<b>Program Area</b>	<b>Location</b>	<b>Number of Attendees</b>
2.23.15	Civil Legal Services	Northwest Immigrant Rights Project Office	3
2.26.15	DV/Sexual Assault	Seattle	3
2.27.15	Older Adults –Aging & Disability Services (funders and policy makers)	Seattle Municipal Tower 51 <sup>st</sup> Floor	40
3.2.15	DV/Sexual Assault	Seattle	4
3.19.15	Community Engagement Mtg.	Burien Community Center	28
3.27.15	DV/Sexual Assault	DCHS/Chinook Bldg. Pat's Office	4
4.8.15 morning	DV/Sexual Assault Coalition Mtg. – Directors and Staff	YWCA/East Cherry Branch	34
4.8.15 afternoon	Civil Legal Services – agencies currently under contract with King County	DCHS Chinook Bldg. Room 526	14
4.17.15	United Way (funder and policy maker)	DCHS Chinook Bldg. Room 517	5
4.30.15	Sexual Assault	KCSARC Offices in Renton	3
5.12.15	Older Adults – KC Contracted Providers	Black Diamond	10
5.13.15	Women's Advisory Board Members	Chinook Bldg. Room 115	11
5.21.15	Civil Legal Services Meeting w/Jay Doran & Caitlin Davis Carlson	Seattle	5
6.3.15	Civil Legal Services – agencies not under contract with King County	Chinook Bldg. Room 126	10
6.12.15	Older Adults – Advisory Council on Aging Members	Seattle Municipal Tower 40 <sup>th</sup> Floor	
8.11.15	Older Adults Directors Meeting	Black Diamond	11
9.23.15	Civil Legal Services Meeting w/Jay Doran & Caitlin Davis Carlson	Seattle	7
Other Meetings conducted through Telephone Conversations			
9.14.15	Sexual Assault	Seattle	3
10.1.15	Sexual Assault	Seattle	3
10.8.15	Domestic Violence	Seattle	3

## **Appendix 2:**

### **List of Stakeholder Reviewers**

## **Appendix 2: List of Stakeholder Reviewers**

<b>Program Area</b>	<b>Stakeholder</b>	<b>Agency</b>
Civil Legal Services	<ul style="list-style-type: none"><li>• Jorge Baron</li><li>• Alex Doolittle</li></ul>	<ul style="list-style-type: none"><li>• NW Immigrant Rights</li><li>• Seattle Community Law Center</li></ul>
Domestic Violence	<ul style="list-style-type: none"><li>• Merrill Cousin</li><li>• Mario Paredes</li></ul>	<ul style="list-style-type: none"><li>• KC Coalition Against DV and Sexual Assault</li><li>• Consejo Counseling</li></ul>
Older Adults	<ul style="list-style-type: none"><li>• Kristy Dunn</li><li>• Jobyna Nickum</li></ul>	<ul style="list-style-type: none"><li>• City of Burien – Burien Community Center</li><li>• Enumclaw Senior Center</li></ul>
Sexual Assault	<ul style="list-style-type: none"><li>• Mary Ellen Stone</li><li>• Tiffany Williams</li></ul>	<ul style="list-style-type: none"><li>• KC Sexual Assault Resource Center</li><li>• Abused Deaf Women's Advocacy Services</li></ul>
Funders/Policy Makers	<ul style="list-style-type: none"><li>• Amy Holland</li><li>• Maureen Linehan</li><li>• Mary Shaw</li><li>• Jay Doran</li><li>• Lan Pham</li></ul>	<ul style="list-style-type: none"><li>• Aging and Disability Services</li><li>• Aging and Disability Services</li><li>• United Way</li><li>• Equal Justice Coalition</li><li>• City of Seattle Mayor's Office for Domestic Violence and Sexual Assault</li></ul>

## **Appendix 3:**

### **2014 Data on Human Services Programs**



## **Appendix 3: Human Services Program Areas – 2014 Performance and Data**

### **Background/Introduction:**

As part of developing the proviso response DCHS staff conducted analysis as to how well the current funded programs are doing, what kinds of need are there for their services, and what is known about best practice. This analysis was used to provide a focal point for discussions about future funding options and potential policies. Staff reviewed data on each of the four program areas separately; given their distinctly different roles in the spectrum of human services in King County. The four program areas include:

- Civil Legal Services
- Domestic Violence
- Sexual Assault
- Older Adults – Senior Centers

During the course of the proviso outreach efforts, data summaries were provided to stakeholders when useful or appropriate. In many cases, providers and stakeholders also provided new sources or submitted other reference reports from their fields, including studies of need or best practice.

### **Benchmarks used for comparison**

In order to determine how well the King County funded projects were meeting contract program requirements, and identify possible areas of need, staff obtained a comprehensive data set of calls to the Community Information Line (211). The data set of all 2014 callers was invaluable to creating benchmarks for comparison with service statistics. Community Information Line callers identify a number of characteristics such as age, race, zip code, income, and specific need areas of their requests. As part of the proviso analysis, the nature of the calls and the demographics of persons seeking assistance through 211 were compared with service data to see how well the King County projects were connecting with the right clients.

Data from the 2013 American Community Survey was also used.

### **Data Summary/Observations**

The following sections of this appendix are the summaries, key data or analysis, and observations which helped inform the proviso narrative and will be part of future funding policy discussions. Each section only contains relevant summaries or detail; and is not inclusive of all research, data or sources reviewed over the last year.

### **3.A: Civil Legal Services – Data Overview**

Civil Legal Services agencies receiving King County General Funds cover a range of services, including: legal advocacy, appeal and adjudication of public assistance appeals and access to

benefits. Prior to the 2015-2016 biennial budget, these agencies received annual, time-limited allocations. The executive directors of these agencies worked closely with the Executive and the King County Council, and were successful in receiving awards for 2015 and 2016.

In 2014, a total of 3,333 households were served through contracts totaling \$289,091 in Direct General Funds.

<b>Civil Legal Services Contracts using General Funds</b>	<b>Program Description</b>	<b>2015-2016 Funded Amount</b>	<b>2014 Households</b>
Eastside Legal Assistance Program	Legal Advocacy to Domestic Violence Survivors	<b>\$135,343</b>	<b>388</b>
Eastside Legal Assistance Program/DAWN South County	Provide civil legal advocacy to survivors of domestic violence from Domestic Abuse Women's Network (DAWN)	<b>\$112,785</b>	<b>859</b>
Solid Ground Washington	Family Assistance Program to provide Civil Legal Services to assistance families getting access to public benefits	<b>\$102,513</b>	<b>304</b>
Seattle Community Law Center	Legal Assistance and Information for people accessing SSI, disability benefits	<b>\$41,012</b>	<b>521</b>
Team Child	Provide civil legal services to low income juveniles, including those financially eligible for representation through the King County public defense program.	<b>\$553,674</b>	<b>266</b>
Unemployment Law Project	Legal Assistance and Information to unemployed individuals who have been denied unemployment compensation benefits or who have had their claims challenged	<b>\$57,418</b>	<b>995</b>

The King County General Fund contracts for Civil Legal services provide assistance that emphasizes accessing public benefits for family support and unemployment appeals; legal support for victims of domestic violence; and juvenile justice intervention.

### **What do we know about the need for Civil Legal services?**

At the request of the Washington State Office of Civil Legal Aid (OCLA), the Washington State Supreme Court established a committee to oversee a comprehensive update of the 2003 CLNS. A twelve-member 2014 Civil Legal Needs Study Update Committee (2014 Update Committee)

was appointed to oversee a comprehensive research effort grounded in the core areas of the 2003 study's focus, augmented to understand new and emerging legal problems. The study was conducted by the Social and Economic Sciences Research Center (SESRC) at Washington State University during the summer and fall of 2014

#### Study findings:

- More than 70 percent of low-income households had a civil legal problem within the prior 12 month period: more than three quarters of those who had a legal problem did not seek or were not able to obtain legal help with respect to these problems.
- Large percentages of low-income people did not get help because they did not understand that the problems they face have a legal dimension or because legal help was not available.

#### Differences from 2003

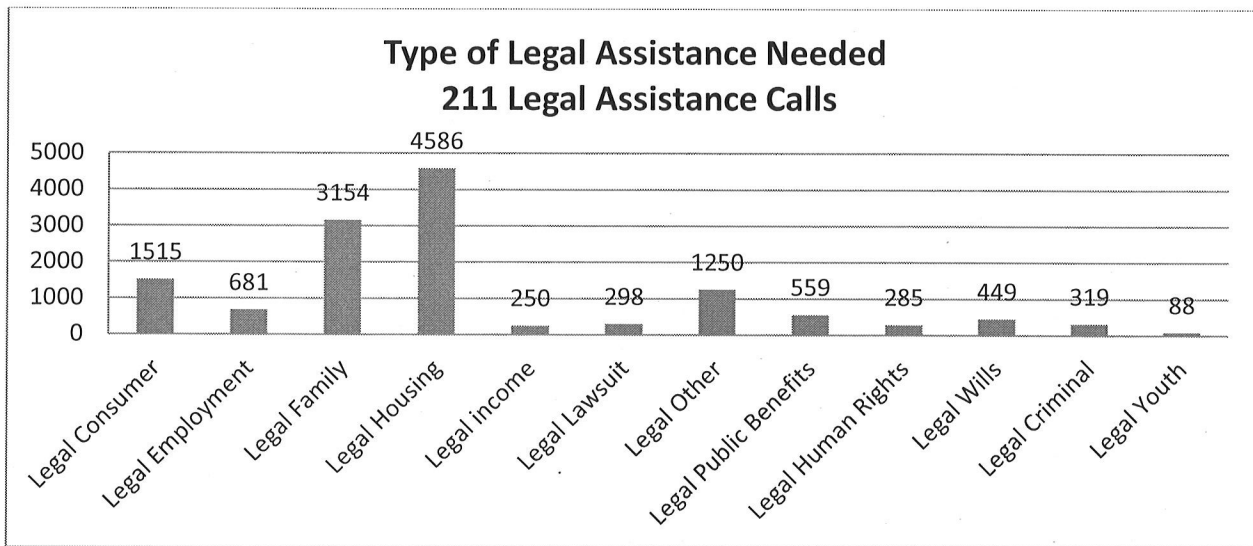
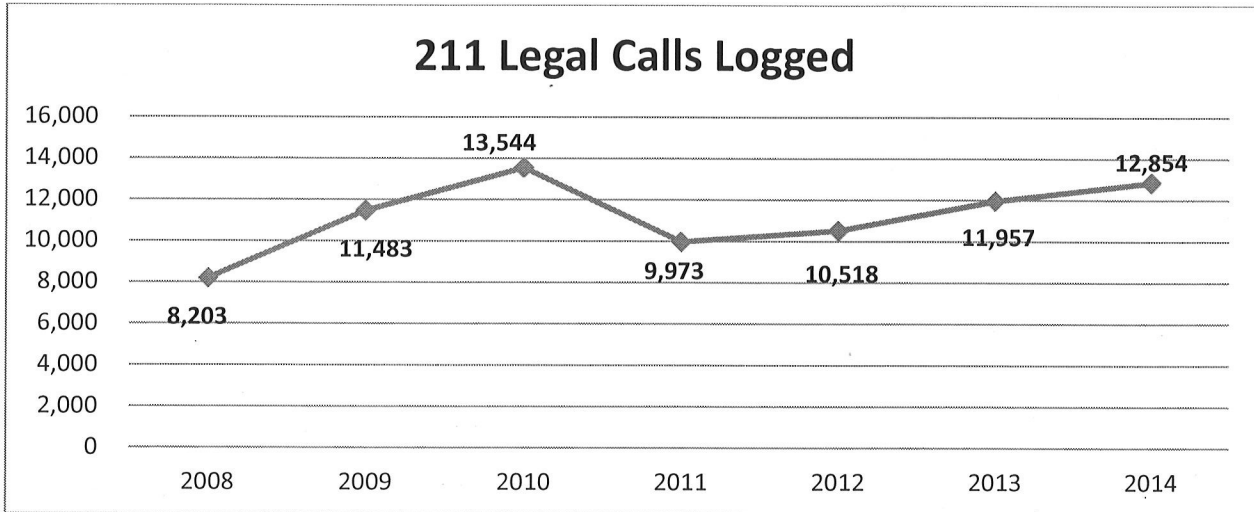
- Per capita incidence of civil legal problems grew from 3.3 per household/year in 2003 to 9.3 per household/year in the 2014 Civil Legal Needs Study Update.
- Types of problems changed. Low-income respondents to the 2003 survey reported the greatest percentage of problems in the areas of **housing, family relations and employment**. Respondents to the 2014 survey reported the highest percentage of problems in the areas of **health care, consumer-finance and employment**.

#### Some additional important findings generated from the research effort include:

- Victims of domestic violence continue to have the highest number of legal problems per capita, averaging nearly 18 problems per household/year.
- Significant disproportionalities in the prevalence of legal problems are experienced by African-Americans, Native Americans, Hispanic/Latinos, persons with disabilities and youth.
- Low-income respondents continue to experience high levels of problems associated with discrimination and unfair treatment. The highest rates of discrimination are experienced by racial and ethnic minorities, Native Americans, persons with disabilities, victims of domestic violence and youth. Discrimination and unfair treatment rates are highest in the areas of employment, rental housing, consumer-finance and health care. Youth experience high rates of discrimination and unfair treatment based on their sexual orientation and gender identity.
- In addition to discrimination and unfair treatment on the basis of legally protected characteristics (*e.g.*, race, gender, age, disability), significant percentages of low-income households experience unfair treatment on the basis of their credit histories, prior juvenile or criminal justice system involvement and their status as victims of domestic violence or sexual assault.
- The degree to which low-income Washingtonians look with confidence to the civil justice system for resolution of their legal problems differs by race, age, gender, family composition, and other demographic and status-based characteristics.

## King County Need for Legal Assistance

The Community Information Line collects data of the nature of calls for assistance. The civil legal community has used this data to track types of legal needs surfacing in King County. The analysis of the data has been compelling in demonstrating the kinds of legal issues King County people face.



Legal Housing calls were the predominant topic/issue of concern. Landlord Tenant disputes were the largest proportion at 40 percent of all calls (1,854). Eviction from private housing and public housing was the second largest issue area, accounting for over 28 percent of all calls (1,700).

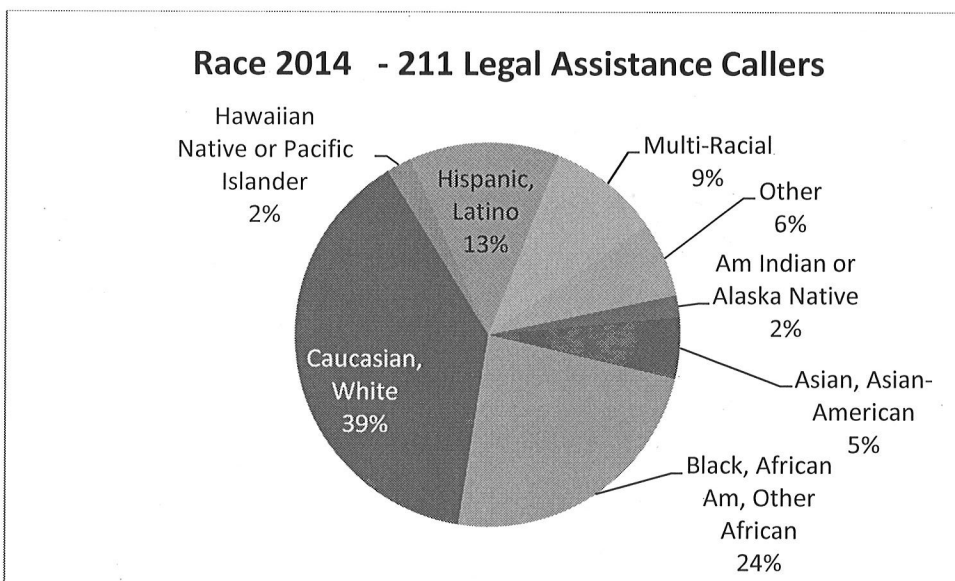
Legal Family issues covered wide range of dependency, divorce and custody issues. Primarily parenting and child custody issues were predominant.

Legal Consumer issues are primarily around debt and bankruptcy (61 percent), presumed to be continue fallout from the 2008 recession.

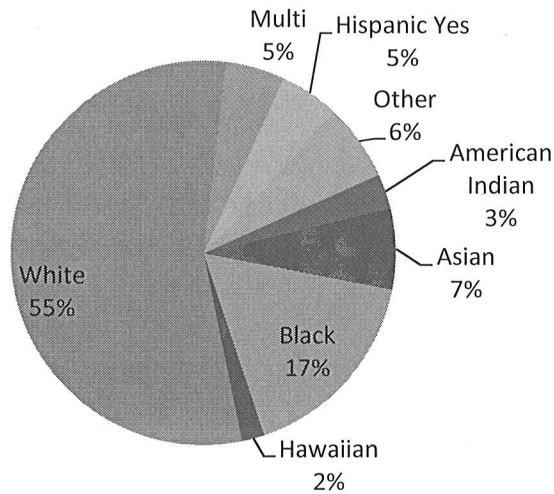
### **Observations about Need for Legal Services in King County:**

- King County 211 legal calls rose by 65 percent from 2008 to 2010, then dropped significantly between 2010 to 2011 (-26 percent). Since then total call volume has grown steadily back towards the 2010 level.
- Unlike the statewide survey, King County 211 calls continue to be related to housing and family relations issues. However, the number of calls for help with Consumer Finance issues continues to be significant.
- Noting that the statewide survey identified significant numbers of low-income persons who do not even seek services, the 211 call volume represent significant need of those with enough wherewithal to seek assistance.

### **Comparisons between 211 callers and those served through the King County Civil Legal Services contracts.**

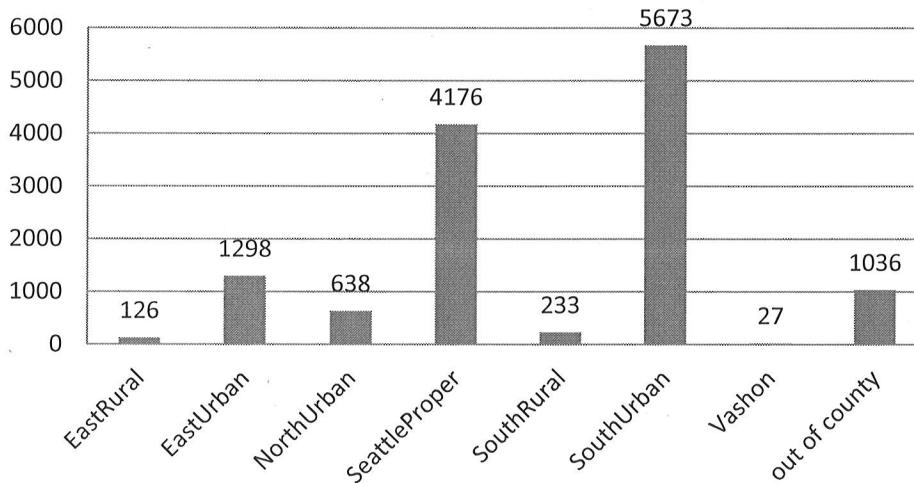


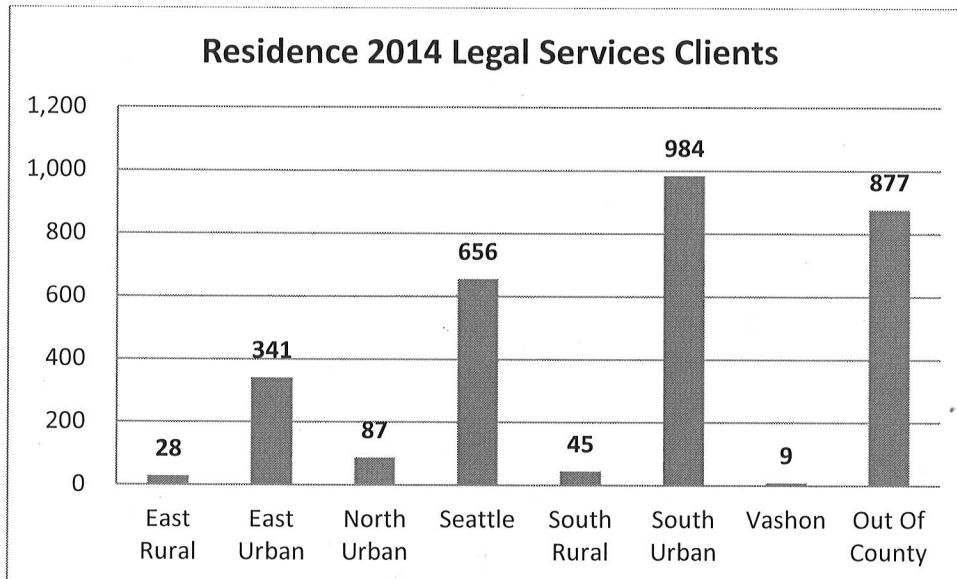
### Race 2014 Legal Assistance Clients



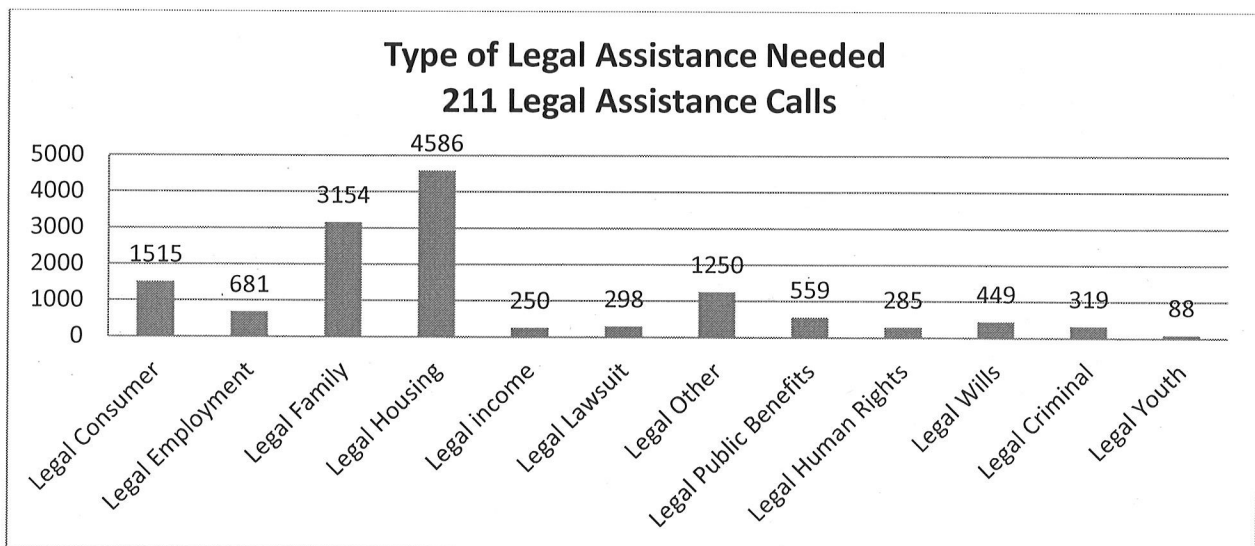
The 2014 King County legal services clients are more white than those who call 211 (55 percent versus 39 percent). This appears to be mostly the result of less representation for clients who are black (24 percent of all callers, 17 percent of those served by King County). This disproportionality may be due to Unemployment Law Project serving those on unemployment insurance – 73 percent of whom were white.

### Residence of 2014 211 Legal Assistance Callers

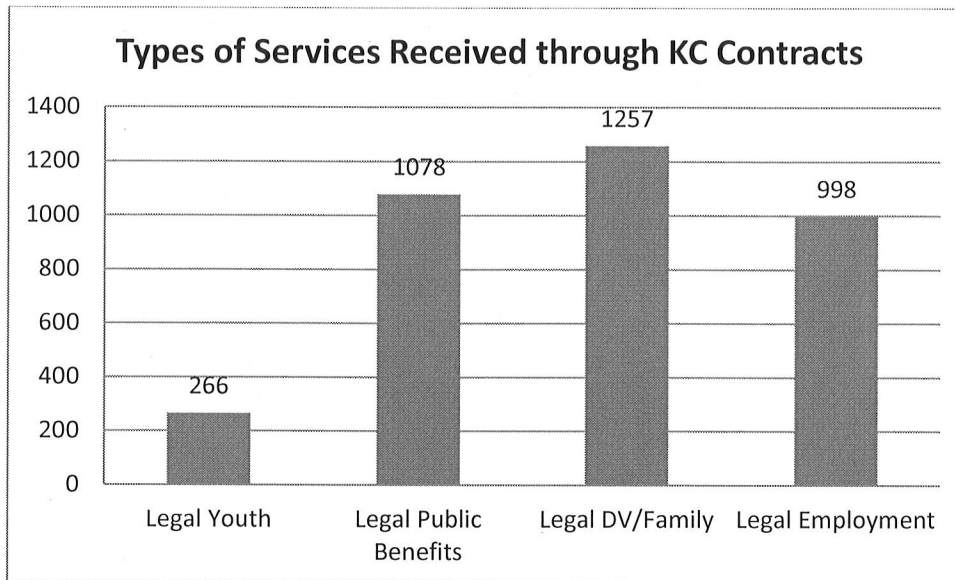




The residence of legal assistance callers and 211 callers are very similar with one exception, the significant number of Out of County clients (29 percent versus 7 percent) of those who call 211. This is primarily due to the number served by the Unemployment Law project – 64 percent of their clients were from Out of County.







There appears to be a disconnect between the types of services currently funded with County General funds and those types of needs expressed by calls to 211. Page 34 of this report shows the numbers of callers to the 211 line who were seeking civil legal assistance.

### **3.B Domestic Violence Performance Data**

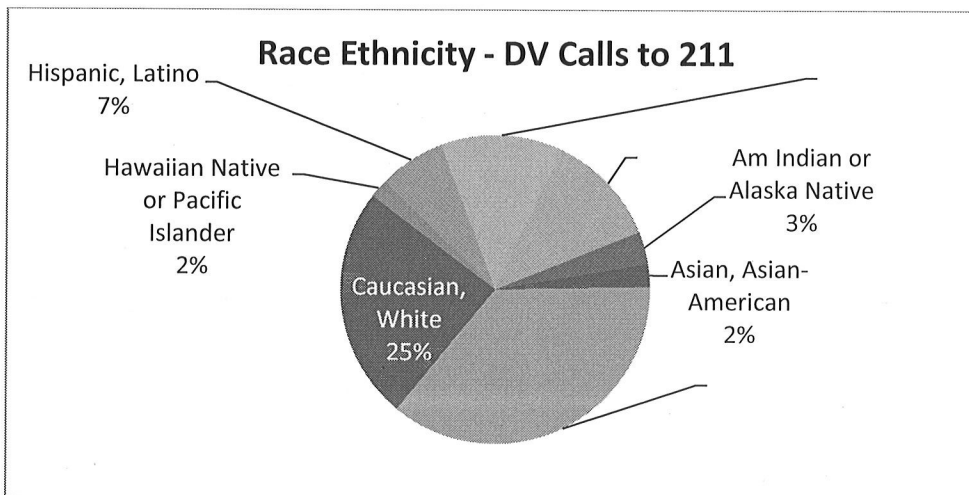
In 2014, a total of 3,950 households and 260 service providers were served in the Domestic Violence program through contracts totaling \$2,188,874 in General Funds. The clients were survivors of domestic violence (DV) or family members who were affected by the situation. The 260 service providers were professionals who received DV-specific training. DV perpetrators are not served with King County General Funds through the DV Program.

The King County DCHS/CSD Domestic Violence Program provides King County General funds/Children and Family Services funding support to organizations that provide direct services to survivors of domestic violence and their children. Services include community advocacy, education, direct survivor services, shelter, and outreach. Direct survivor services are defined as any assistance or service provided to eligible clients including but not limited to: intakes, community advocacy, legal advocacy, individual or group counseling.

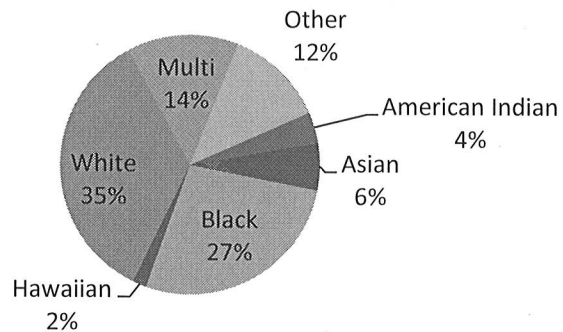
<b>Domestic Violence Services Contracts using General Funds</b>	<b>Program Description</b>	<b>2015-2016 Funded Amount</b>	<b>2014 Households</b>
Abused Deaf Women's Advocacy Services	Provide direct services to survivors of domestic violence and victims of sexual assault to hearing impaired including community advocacy, shelter, and education and outreach.	\$166,933	12

<b>Domestic Violence Services Contracts using General Funds</b>	<b>Program Description</b>	<b>2015-2016 Funded Amount</b>	<b>2014 Households</b>
API Chaya	Domestic Violence Supportive Services, Training and Outreach to Asian, South Asian, and Pacific Islander Communities	\$92,279	22
Consejo Counseling and Referral Services	Provide direct services to victims of domestic violence community advocacy, education, outreach and transitional housing	\$196,447	326
Domestic Abuse Women's Network	Provide supportive services for survivors of domestic violence and their children living in South King County	\$254,293	1987
DoVE	Provide supportive services for survivors of domestic violence and their children living on Vashon and Maury Islands	\$41,012	33
King County Coalition Against Domestic Violence (now known as Coalition Ending Gender Based Violence)	Conduct training, public education and advocacy. Plus, conduct community meetings aimed at ending domestic violence	\$65,042	260
Lifewire	Provide direct services to victims of domestic violence including community advocacy, education, outreach and shelter	\$410,805	596
New Beginnings	Provide emergency shelter and legal advocacy	\$30,191	87
Northwest Immigrant Rights Project	Provide legal advocacy to domestic violence and or sexual assault victims	\$51,266	161
Northwest Network	Provide direct services to survivors of domestic violence and their children including community advocacy, education & outreach	\$113,540	30
Refugee Women's Alliance	Provide direct services to survivors of domestic	\$113,540	148

<b>Domestic Violence Services Contracts using General Funds</b>	<b>Program Description</b>	<b>2015-2016 Funded Amount</b>	<b>2014 Households</b>
	violence and their children including community advocacy, education & outreach		
Seattle Indian Health Board	Provide direct services to survivors of domestic violence and their families including community advocacy, education & outreach	\$113,540	40
The Salvation Army – Catherine Booth House	Provide supportive services including shelter	\$30,191	93
Solid Ground Washington	Broadview Emergency Shelter	\$54,020	70
YWCA of Seattle, King & Snohomish Counties <ul style="list-style-type: none"> <li>• Anita Vista</li> <li>• East Cherry Branch</li> <li>• Emergency Shelter</li> <li>• South King County</li> </ul>	Provide supportive services and provide community education and outreach and to their children	\$455,775	571

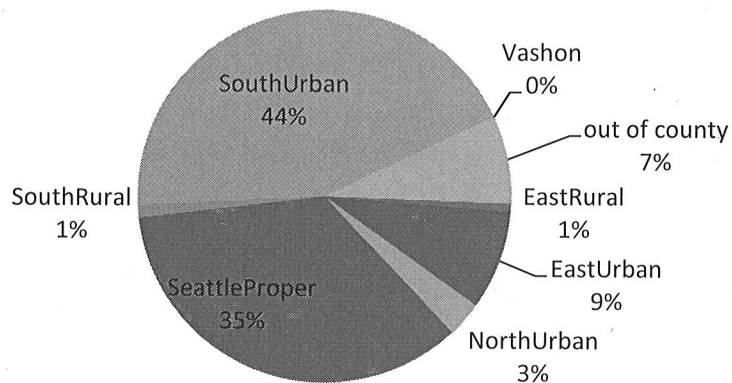


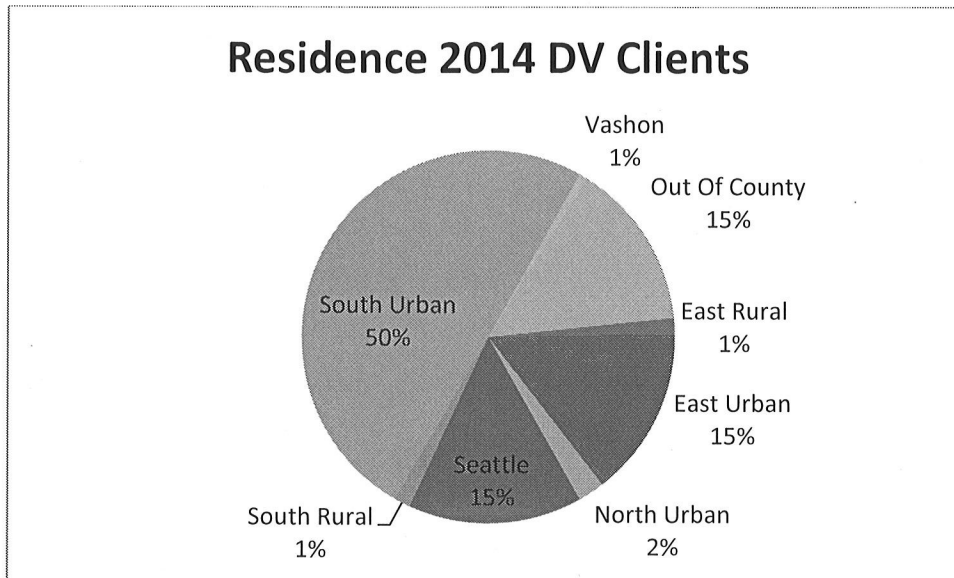
### Race 2014 DV Clients



The race distribution of King County General funded DV clients are very consistent with the proportions seen in those calling 211.

### Residence DV Callers to 211





The residence of King County DV clients is consistent with the King County emphasis of services outside of King County and to unincorporated areas.

### **3.C Sexual Assault Data**

General Funds support two of the three state accredited sexual assault agencies in King County to provide Core and Specialized services including: medical advocacy, legal advocacy, medical evaluations, mental health treatment, general advocacy, and crisis intervention/information and referral. In addition to these three accredited agencies, several of the DV agencies funded under the Domestic Violence program also serve victims of sexual assault.

The King County DCHS Sexual Assault Program provides General fund support to two organizations, the King County Sexual Assault Resource Center and Harborview Medical Center's Center for Sexual Assault and Traumatic Stress. County General Funds/Children and Family Services funds support the ability of victims of sexual assault to understand and successfully cope with the trauma of sexual assault. Services include advocacy-based counseling, crisis intervention, medical advocacy and evaluations, legal advocacy, community education, outreach and referral services, trauma focused therapy, and emergency shelter. Services are available to individuals who have been sexually assaulted, or family members or friends of a victim, or individuals who have particular concerns about sexual assault. Consultation is available for professionals in the legal or medical system who are working with victims of sexual assault.

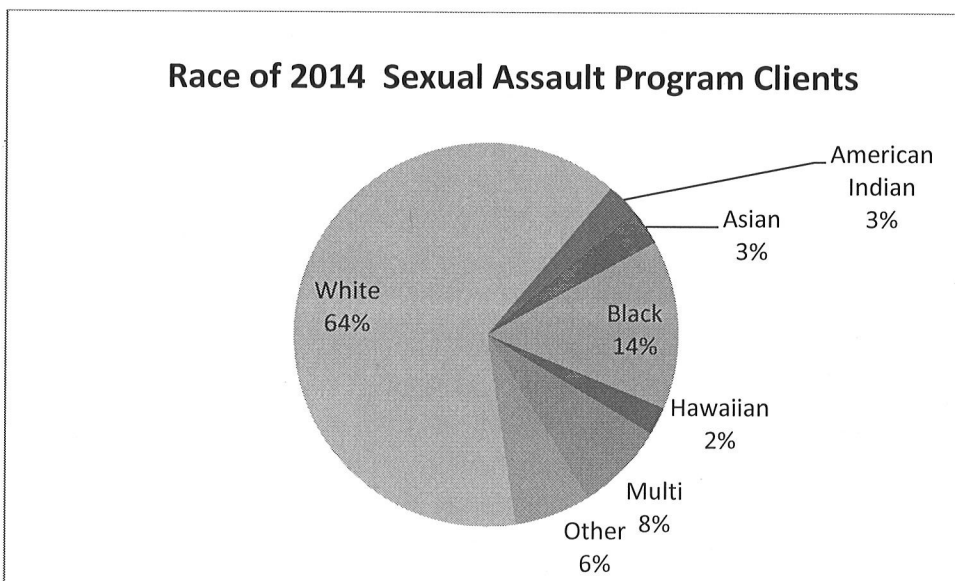
<b>Sexual Assault Services Contracts using General Funds</b>	<b>Program Description</b>	<b>2015-2016 Funded Amount</b>	<b>2014 Clients</b>
Harborview-CSATS	Provide medical advocacy services for victims of sexual assault and their families	\$260,813	442

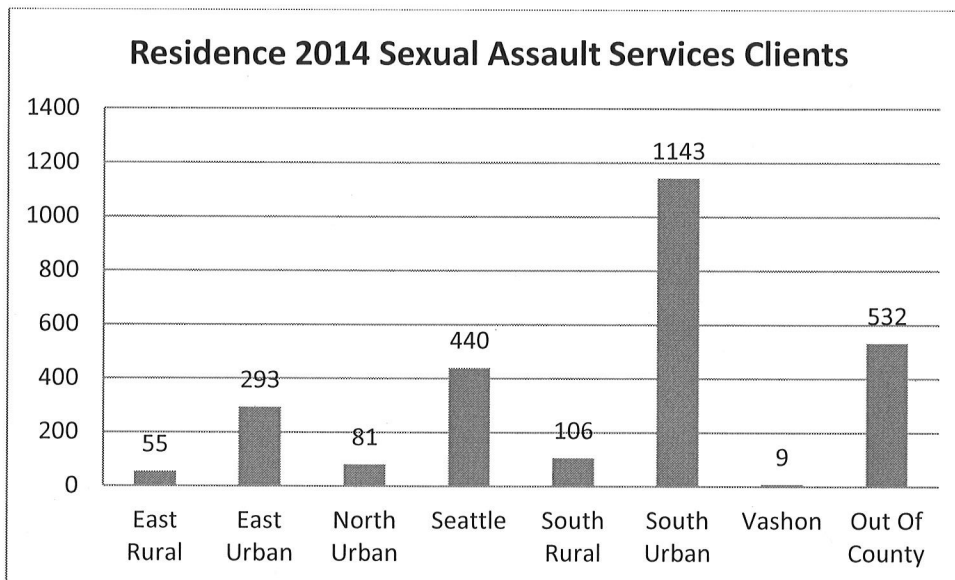
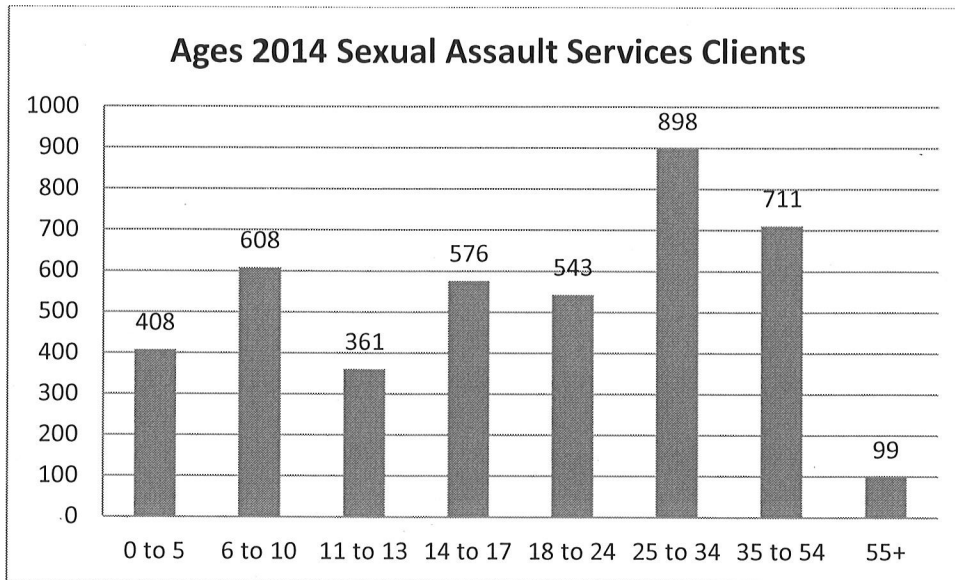
<b>Sexual Assault Services Contracts using General Funds</b>	<b>Program Description</b>	<b>2015-2016 Funded Amount</b>	<b>2014 Clients</b>
King County Sexual Assault Resource Center	Provide comprehensive services which include counseling, crisis intervention and information and referrals	\$1,017,932	3836

The King County-funded Sexual Assault program served 4,278 clients in 2014, with contracts totaling \$623,582 in General Funds. Thirty-six percent of those clients were from communities of color. Four hundred and eight (408) of the clients were children between the ages of 0-5, and 99 were 55 years or older. The highest percentage of clients served in 2014 (1,143) clients lived in the South Urban region of the County, and the lowest percentage (9) lived on Vashon Island.

The outcome of King County funded sexual assault services is to increase the ability of sexual assault victims (children, teens and adults) as well as their families to understand and cope with the impacts of sexual assault. Survey research has shown the King County funded programs are achieving a 95 to 96 percent success rate at meeting these outcome goals.

Adult victims who receive treatment services show an improvement at the conclusion of treatment and/or advocacy of 95 percent.





### **3.D: King County Senior Center Services**

The King County DCHS Older Adults Program provides funding support to Senior Centers that serve adults 55 years and older who live in the rural or urban unincorporated areas of King County. In addition, emphasis is on serving older adults who live on low-incomes, are people of color, and/or whose primary language is not English.

Services under this funding include, but are not limited to:

- Activities addressing Social Isolation
- Case Management
- Community Relations
- Health Promotion
- Information and Assistance
- Legal Counseling
- Senior Outreach
- Supervised Exercise
- Transportation
- Volunteer Opportunities



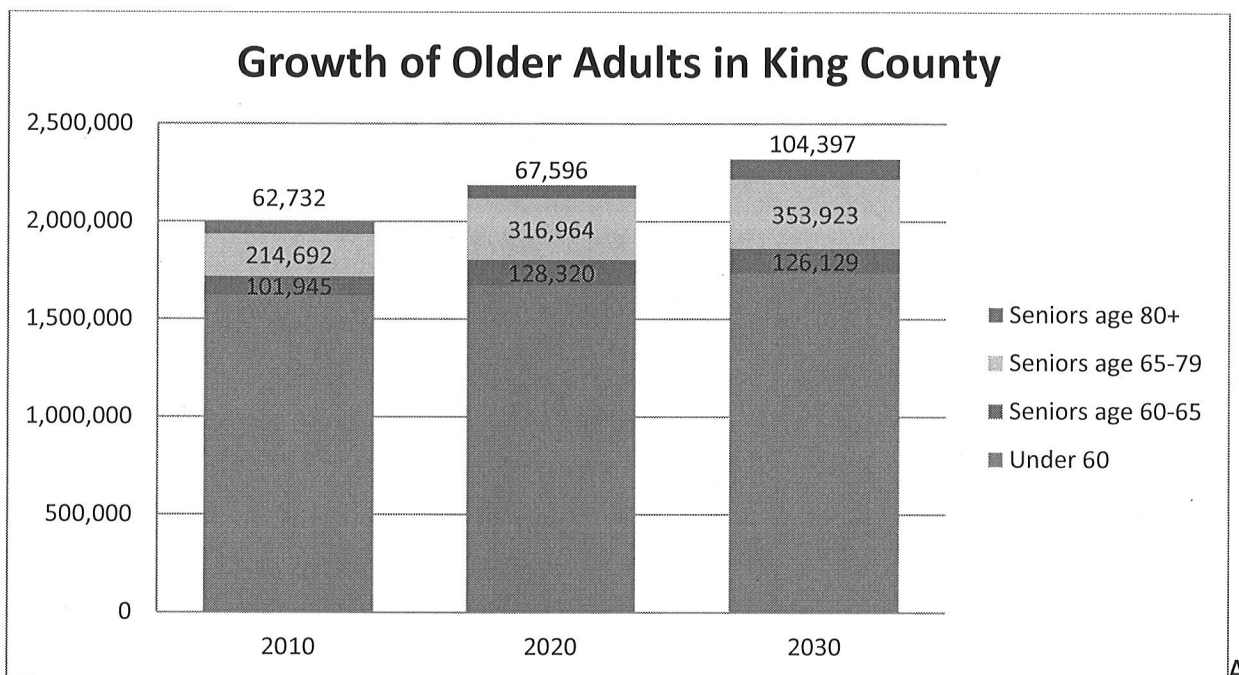
King County General funds are not used for Nutrition Services, Foot Care, Immunizations and Professional Mental Health Counseling. These services are funded by the two other major funders of Older Adult services in King County, Aging and Disability Services and United Way.

<b>Older Adults Services Contracts using General Funds</b>	<b>Program Description</b>	<b>2015-2016 Funded Amount</b>	<b>2014 Clients</b>
Black Diamond Community Center/Senior Center	Provide services and programs to adults 55 and older to decrease social isolation and issues on physical and mental disabilities	\$32,810	797
City of Burien – Burien Community Center	Provide services and programs to adults 55 and older to decrease social isolation and issues on physical and mental disabilities	\$21,532	884
City of Enumclaw – Senior Center	Provide services and programs to adults 55 and older to decrease social isolation and issues on physical and mental disabilities	\$35,633	103
Greater Maple Valley Community Center	Provide services and programs to adults 55 and older to decrease social isolation and issues on physical and mental disabilities	\$50,241	570
Mount Si Senior Center	Provide services and programs to adults 55 and older to decrease social isolation and issues on physical and mental disabilities	\$50,241	252
Senior Services of Seattle/King County; Snoqualmie Valley Senior Center & Volunteer Transportation	Provide services and programs, volunteer transportation (unincorporated area) to adults 55 and older	\$62,008	847
Vashon Maury Senior Center	Provide services and programs to adults 55 and older	\$50,241	565

A total of 4,018 adults, aged 55 years and older were served in 2014, with contracts totaling \$140,300 in General Funds.

## What do we know about need?

King County now (2015) has more than 250,000 seniors over 65, nearly the total population of Bellevue, Kirkland and Redmond combined. In the current decade the older adult population is expected to grow by 45 percent, which is much faster than the expectations for the total population.

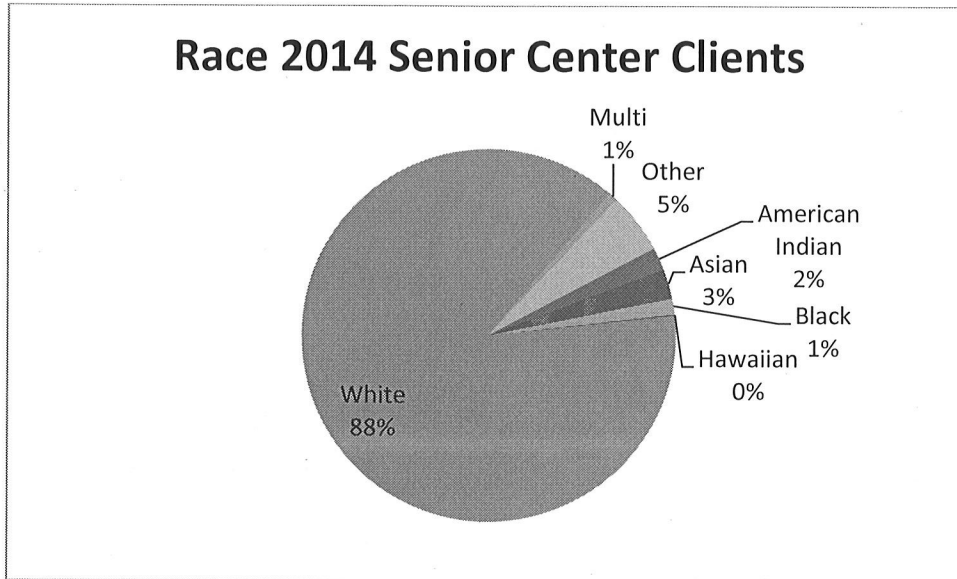


### Social Isolation of older adults

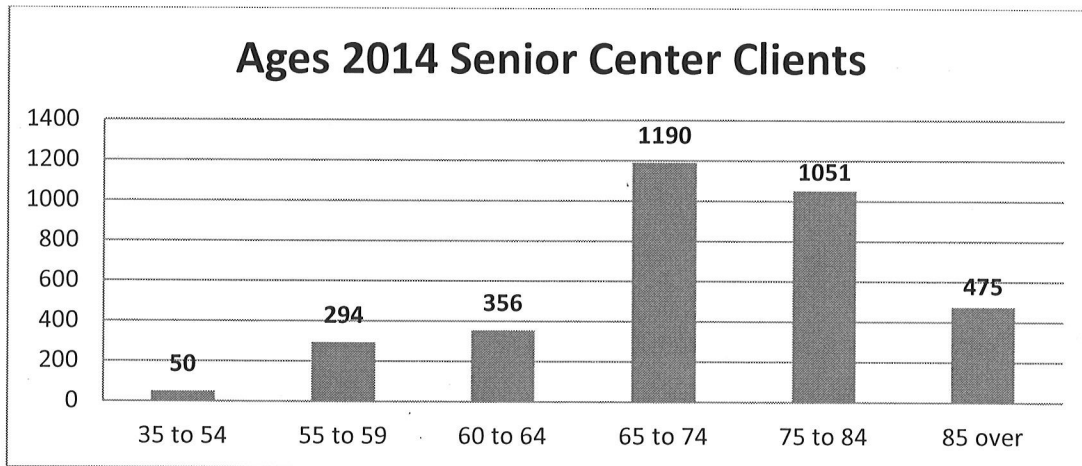
The primary driver for the services and King County support for senior centers in King County is the goal to "*reduce social isolation.*" A number of key studies have shown the dramatic health, behavioral health and economic costs of social isolation on our older adults. In 2013, the census estimated 64,600 or 30 percent of King County persons over age 65 live alone in single-person households. Of these persons, close to three-quarters of those living alone are women.

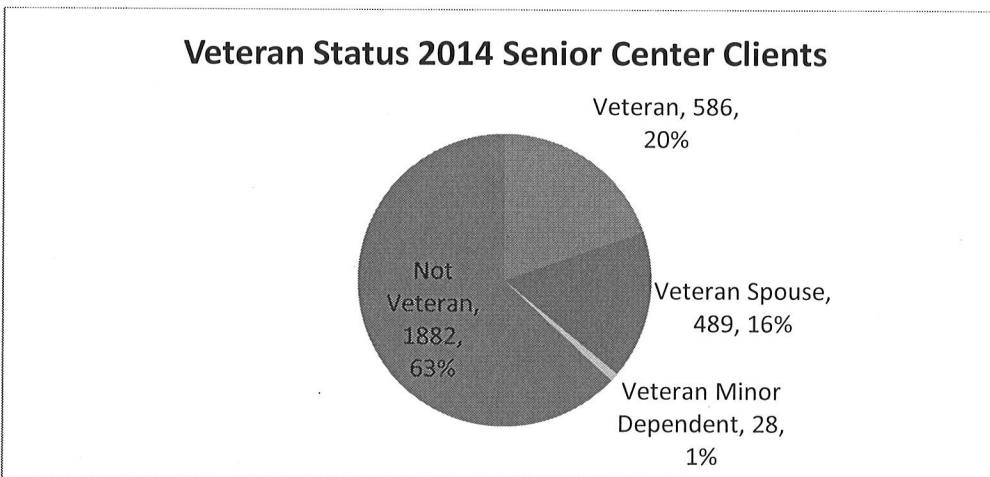
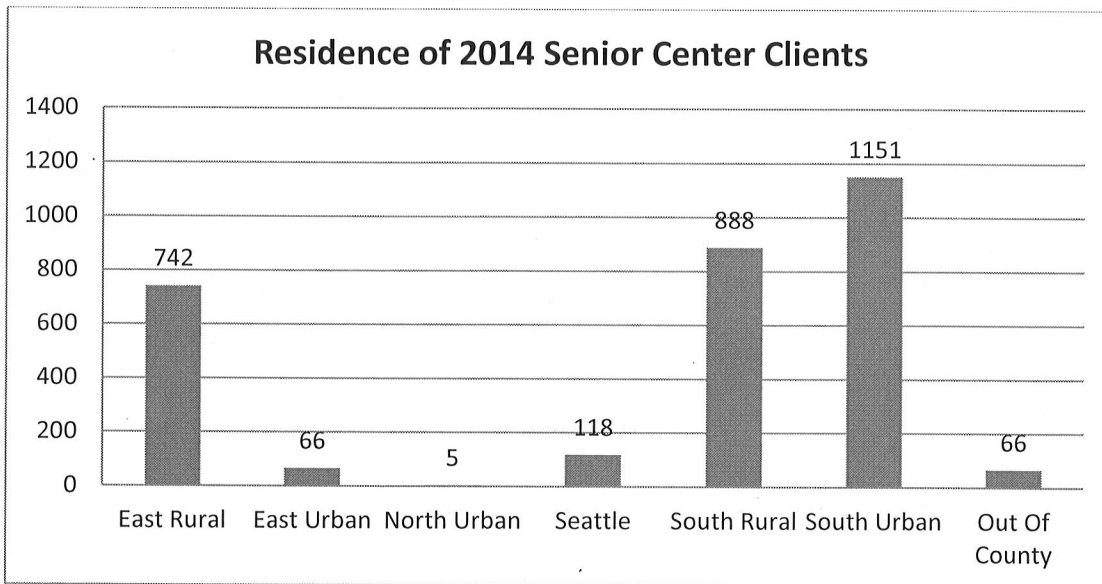
Of senior households over age 65: 96,000 (73 percent) are homeowners (including 35,600 living alone); 39,000 (27 percent) are renters (including 29,000 living alone).

## Demographics



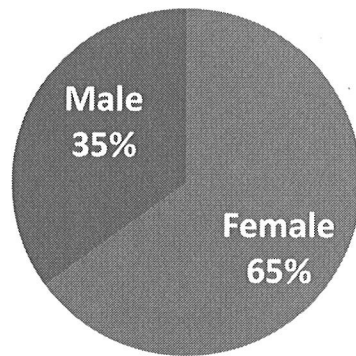
Most of the older adults served by the County funded senior centers are white, consistent with those who live in the rural and unincorporated areas funded by King County





King County older adults served by County funded seniors include a significant proportion of veterans. Almost two-thirds of all veterans in King County are over age 55. Approximately one-third of men over age 55 are veterans; while only seven percent of men under 55 are veterans.

## Gender 2014 Senior Center Clients



Close to two-thirds of all senior center clients are women, consistent with the proportion of those most vulnerable to social isolation and of older adults living alone.

## **Appendix 4:**

### **Description of Three Funding Methodologies with Advantages and Disadvantages of Each**

## **Appendix 4: Analysis of Funding Methodologies Described in HS Proviso Report**

### **Request For Proposals:**

#### **A. Advantages of a RFP**

- Creates a transparent process for all agencies and to the taxpayers/public
- Allows new agencies or those currently not receiving County funds to apply and be considered for funding
- Specifies a period of time for which funding will be available which helps the agencies to develop long term budgets
- Encourages a periodic analysis by DCHS of ongoing and emerging needs and best/promising practices

#### **B. Disadvantages of a RFP**

- May disrupt funding stability of individual agencies.
- May disrupt collaborations and cooperation between agencies.
- Conducting an RFP too frequently (two or fewer years) creates a situation in which the funded agencies have not had a chance to demonstrate success in meeting the program requirements.
- Time consuming and costly for the agencies to apply for funds through an RFP.

### **Formula**

#### **A. Advantages of a Formula**

- The eligibility criteria for consideration are clearly defined and focused.
- The agencies, once selected, do not need to apply for funding in subsequent years unless the scope or purpose of the funds is changed.
- Provides an opportunity for new agencies that serve unique or emerging needs to apply and be considered for funding.
- May encourage collaboration and increased cooperation across the region.

#### **B. Disadvantages of a Formula**

- Agencies not selected for funding in the original decision process have little or no opportunity to be added for future funding allocations.
- Destabilization for individual agencies due to funding changes, or if a new agency is added without additional funding.



## Direct Funding Allocation

### A. Advantages of Direct Allocations

- Agencies can address a need that is finite and for which no other funds are available.
- Allows for a quick response to an emerging or urgent need.

### B. Disadvantages of Direct Allocations

- It is not a transparent process.
- The intended use of the funds may not fit the County's Strategic Plan goals.
- There is no clear methodology for identifying agencies.
- There is no clear methodology for identifying funding amounts per agency.
- Allocations that are considered one time allocations also present challenges for developing long-term strategies.

## **Appendix 5:**

### **King County Framework Policies for Human Services**

(Double-click on the next page to view the entire report.)



# Human Services Recommendations Report for 2004 – 2006

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## King County, Washington

Developed by the King County Interdepartmental Human Services Team  
In response to Ordinance No. 13629 (Implementation Guidelines)

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