08/27/1999

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Introduced By:

Proposed No.:

Larry Gossett **Dwight Pelz**

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ORDINANCE NO. 13629

AN ORDINANCE adopting framework policies for human services and guidelines for implementing the framework policies and adding a new chapter to K.C.C. Title 2.

BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

NEW SECTION. SECTION 1. Section 2 of this ordinance should constitute a new chapter in K.C.C. Title 2.

NEW SECTION. SECTION 2. A. The King County Framework Policies for Human Services, dated August 24, 1999, and contained in Attachment A to this ordinance, and the Implementation Guidelines for the Framework Policies for Human Services, dated August 24, 1999, and contained in Attachment B to this ordinance, are adopted to guide the future development of county human services programs.

B. The department of community and human services shall have lead responsibility for implementing the framework policies for human services in accord with the implementation guidelines. The department shall work in cooperation with the King County Children & Family Commission and with other county departments and offices also providing services to the same populations, including but not limited to public health, youth services, adult detention, parks and recreation, transportation and regional planning.



Metropolitan King County Council Law, Justice and Human Services Committee

Implementation Guidelines

King County Framework Policies for Human Services

King County, Washington July 30, 1999

Members of the 1999 King County Council Law, Justice & Human Services Committee:

Larry Gossett, Chair Kent Pullen, Vice Chair Rob McKenna Louise Miller Dwight Pelz

This document is available in alternate formats upon request.

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I. Introduction

These Implementation Guidelines provide specific direction on the steps that King County will follow—in cooperation with our partners in the community and other governments—to carry out the King County Framework Policies for Human Services.

The guidelines define the means by which the King County Executive—who is charged with carrying out policy—will communicate with the community and with the King County Council about the intended activities and use of human service funds over a given three-year period, showing how those choices are consistent with the Framework Policies. Every three years, the King County Council shall require from the Executive a *Human Services Recommendations Report*, which will be prepared with stakeholder input and citizen oversight.

- A Means of Ensuring Accountability in Human Services. The purpose of the *Human Services Recommendations Report* is to help ensure, on an ongoing basis, that King County is directing its human services resources—its funding as well other activities—in an effective and appropriate manner.
- A Vehicle Through Which to Make Changes. The Human Services Recommendations Report provides the opportunity to make changes in what King County does in human services. Needs change over time, evaluation results provide important information about how well the services are working, and the roles and responsibilities of other funders change. The Human Services Recommendations Report is the place where all of these issues come together as part of a critical analysis of how King County should best use its limited resources for human services.
- Pertains Primarily to Discretionary (current expense) Funds. The Human Services Recommendations Report will pertain primarily to those discretionary human service areas for which the County invests current expense and/or criminal justice funds. Other human service areas in which the County is involved—such as mental health, developmental disabilities, substance abuse services, and veteran's programs—are mandated by the state or federal governments and have other planning and evaluation requirements. The cycle proposed here, however, will coordinate with those plans.
- Uses Results of Existing Human Services Assessments (e.g., Community Services Division Strategic Plan). The Human Services Recommendations Report will use the existing work of the King County Community Services Division Strategic Plan. In February 1998, the Council approved the Strategic Plan for 1998-2000. The Recommendations Report will be the successor of the Strategic Plan, beginning with the Report for 2001-03. It serves as the next logical step in moving forward with the CSD Strategic Plan, and at the same time broadens its focus to include all of the County's involvement in human services, beyond the Community Services Division.

The sections that follow provide detail on what the *Human Services Recommendations Report* must include, and the timeline for submitting it to the King County Council.

II. Human Services Recommendations Report: Required Content

A. Three Year Report

Every three years, the Executive will submit to the King County Council a *Human Services Recommendations Report* which must include the following information:

R	eport Section	Topics to Be Covered		
1.	Assessment of Current Human Service Activities (current use of King County CX/CJ funds & other activities) • Assess against the guidance of the framework policies.	Include an analysis of the extent to which current activities and the use of discretionary funds support the framework policies. This includes, for example: - Consistent with the five community goals? - Consistent with Council priorities (per framework		
	 Assess against the results of countywide and subregional assessments of needs and strengths. 	policies or any subsequently adopted priorities)? – Extent of support for unincorporated areas? – Appropriateness of CX used in mandated systems?		
	 Assess against other resources available to address need ("who is doing what"). 	Analysis of appropriateness of current program areas' funding policies in light of what is directed in the framework policies (e.g., a review of aging funding policy, youth & family policies, Children & Family		
	 Assess against program evaluation results. 	Commission, etc.). Appropriateness of the use of resources relative to identified needs and trends.		
2.	Assessment of Progress Made Toward Community Goals in Past Year	Include a summary of the results or outcomes that have been generated as a result of County CX funds in each of the 5 community goal areas over the past year.		
3.	Program Evaluation Results	Include any results of program area evaluations and any proposed County actions as a result.		
4.	Recommended Changes	Describe proposed use of CX/CJ human service funds to		
	 Recommended changes in funded programs and/or funding policies. 	address goals and identified needs. Describe efforts to be maintained and those which need to change/refocus use of funds.		
	Rationale for proposed changes.	Describe desired results where refocusing or shifting of funds is proposed: different outcome sought? Geographic area balance? Different type of service? Other changes?		

	Recommended Changes, continued	Describe methods for achieving the proposed changes—e.g., renegotiate existing contracts? Issue Requests for Proposals?		
		If there are program areas or contracts which fall outside the scope of the framework policies, include that information and recommended County action.		
		Include rationale for all proposed changes		
,	5. Recommended Focus Areas for the Year Ahead	Describe areas selected for program evaluation and rationale.		
		Proposed items for state and federal legislative agendas.		
		Describe proposed County participation in special planning projects designed to improve availability of and access to human services.		

B. Annual Update

In years where no three-year *Human Services Recommendations Report* is due, the Executive shall submit to the Council an "Annual Update." The update will describe:

- Progress made in carrying out the recommendations of the three-year plan.
- Any proposed modifications to the recommendations laid out in the three-year Human Services Recommendations Report.
- Any evaluation results that have been generated in the past year.
- Recommended areas of focus for the year ahead.

III. Guidelines for Preparing the Report

The Council recommends that the King County Department of Community and Human Services (DCHS) assume lead responsibility for preparing the three-year Human Services Recommendations Report, and the annual update.

A. Use of Existing Needs/Strength Assessment Information

In conducting the analysis for the Human Services Recommendations Report, DCHS should use the countywide and subregional results of the CSD Subregional Plan efforts. DCHS should also draw from the United Way of King County "Health and Human Services Community Assessment" and other existing assessments as appropriate.

B. Stakeholder Involvement in Developing Recommendations

In preparing the Recommendations, DCHS will have several avenues of community input and coordination with interested and affected parties.

Stakeholder Input. Establish a means of soliciting ongoing advice and participation from key stakeholders. This should include consultation with such groups as:

- Consumers of services
- Service provider community / human service coalitions and alliances
- Community Health & Safety Networks
- Cities
- Private sector
- Schools
- Faith-based organizations
- United Way of King County
- State and federal governments
- King County department representatives
- Council staff
- Other human service, health, and housing stakeholders

Internal King County Coordination. Establish a means of coordination among the various departments and offices in King County involved with human services, including:

Department of Community and Human Services
Department of Parks and Recreation
Department of Youth Services
Office of Regional Policy and Planning
King County Children and Family Commission
Seattle-King County Department of Public Health

In addition, as appropriate, representatives of the Department of Transportation and the Prosecuting Attorney's Office (Victim Assistance Unit) will be encouraged to participate.

Citizen Oversight – Children & Family Commission. The Children and Family Commission (CFC) will provide oversight and review of the *Human Services Recommendations Report*. CFC will play an active role in shaping the report, and will be asked to review and make comments on the recommendations to the King County Executive and Council.

C. Funds Covered

The *Human Services Recommendations Report* will provide direction on the use of the following groups of funds. It is understood that each group of funds has various policies, priorities, and decision-making processes associated with it; the Recommendations are designed to be the vehicle through which King County can achieve greater coordination around the use of these funds.

• Department of Community and Human Services. All current expense and criminal justice (CX/CJ) funds, including Children & Family set-aside; and including the Housing Opportunity Fund.

- Children and Family Commission. Children & Family Commission funds (CX).
- Office of Regional Policy and Planning. King County Jobs Initiative (CX).
- Department of Parks and Recreation. CJ funds for recreation programs for youth at risk; and other CX funds for recreation programs that fit within the Goal framework.
- Department of Youth Services. CX funds for non-detention alternatives for youth involved in the juvenile justice system.
- Seattle-King County Department of Public Health. That portion of CX in the Health Department that it originally received under the Children and Family set-aside fund for prevention and early intervention activities.
- Prosecuting Attorney's Office. CX funds for victim assistance (domestic violence).
- Department of Transportation. Metro bus ticket subsidies provided for clients of human service agencies.

Based on the 1999 analysis of these funds, programs in the above categories totaled about \$18.5 million (excluding the Housing Opportunity Fund, which adds about another \$3.5 million, and the bus ticket subsidy, which adds about another \$300,000).

C. Evaluation Activities

The *Human Services Recommendation Report* requires a section on program evaluation results. In order to produce those results, an ongoing cycle of evaluation must be established and carried out. The elements of such an evaluation process shall include the following:

a. Outcomes defined and appropriate contractors selected

- The evaluation cycle begins with defining a set of outcomes under the five community goal categories. King County has coordinated with service systems to define outcomes in some areas, but not all.
- Selection/negotiation of appropriate services and contractors in support of County goals, outcomes, policy priorities, and other desired characteristics as defined in the Framework Policies.
- Contracts need to include both process measures (such as units of service provided) and outcome measures (that which shows the benefits of a given program).
- Contractors then should report on both process and outcome measures.

b. Routine contract compliance monitoring & review of performance information

- Monitor contracts to ensure that funds are spent on populations and services specified in the contract (this is currently happening).
- Conduct regular review of performance data for various program areas, compile and review data against goals/outcomes. Assess extent to which programs are helping achieve the community goals and any specific, desired outcomes under those goals.

 Assist contractors in making appropriate adjustments to program design or other factors, if warranted as a result of monitoring or the review of performance data.

c. Periodic evaluations of program effectiveness

- Develop evaluation findings and make recommendations in specific human service areas funded by King County. Priority will be given to evaluating programs which fall into one of the following three categories:
 - New programs which have been operating long enough such that they are in a position to be evaluated against their original goals.
 - Program areas that are considered a current priority for King County because we believe that changes in the system (the structure involving who delivers what kinds of services, to whom, and how) may be warranted.
 - Program areas that are considered a priority for King County because we assisted in making changes to those systems and want to see if those changes are making the anticipated differences.
- Prepare for evaluation design for those areas where the adequacy of existing outcome measures has not been confirmed.

IV. Timeline for Submittal

Deadlines for completing the first Human Services Recommendations Report are as follows. The first Report will cover the three-year period 2001-2003.

Fall 1999: Establish the interdepartmental coordination group. Refine

outcomes under the 5 community goals and establish evaluation

structure.

July 1, 2000: Human Services Recommendations Report for 2001-03 submitted to

the King County Council.

July 2000: Council review and adoption.

Aug 2000–Dec. 2003: Implementation of activities proposed in the *Recommendations*.

March 31, 2001: Annual Update Due to Council

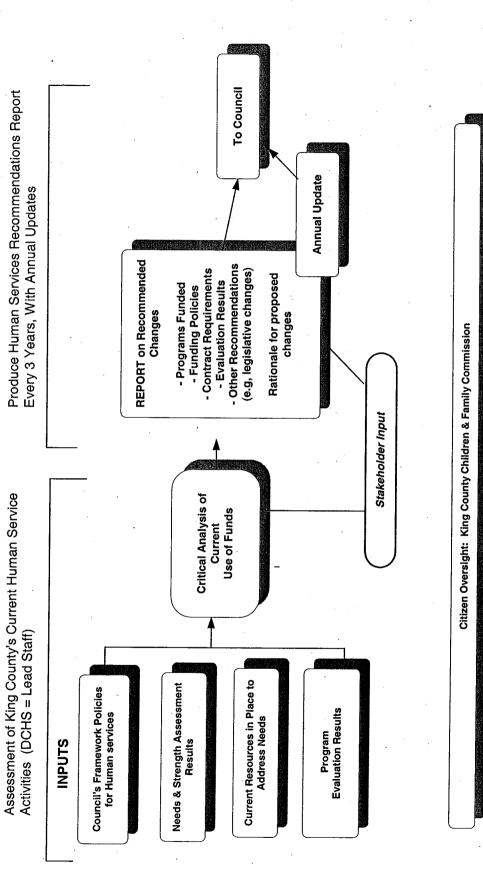
March 31, 2002: Annual Update Due to Council

July 1, 2003: Human Services Recommendations Report for 2004-6 submitted to

Council

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Human Services Recommendations Report





Metropolitan King County Council
Law, Justice and Human Services Committee

King County Framework Policies for Human Services

King County, Washington July 30, 1999

Members of the 1999 King County Council Law, Justice & Human Services Committee:

Larry Gossett, Chair Kent Pullen, Vice Chair Rob McKenna Louise Miller Dwight Pelz

This document is available in alternate formats upon request.

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I. Introduction

King County recognizes that its residents are its most valuable resource, and that their well being affects the prosperity of the region as a whole. Our vision for the future, as expressed in the *King County Comprehensive Plan*, is characterized by "attractive, safe communities that are good places to create a home and family, thriving cities and healthy rural communities; a spectacular and varied natural environment; a strong economy that supports good jobs; and a diverse and lively cultural environment."

King County's commitment to this vision, and to its residents in need, has long been evident through its active and evolving support of human services, support that takes the form of leadership, partnerships, and financial assistance.

The Need for a Human Services Policy Framework

Over the years, King County has developed and adopted various policies related to human services, typically in connection with particular initiatives or new resources. While this direction has been sound, it has resulted in what today is a variety of policies, programs, and projects with no overarching guidance or framework to embrace them. Clear direction will help guide the effective use of County resources.

Further, King County's rapid growth necessitates careful, thoughtful approaches to planning for the health, housing, and human service needs of the population. King County has a series of initiatives, known as SmartGrowth, designed to help limit sprawl and direct new growth to areas where roads and services are available. As part of these efforts, it is critical to integrate considerations about access to *human* services in our communities—such services as child care, senior services, youth programs, homeless shelters, health clinics, and more. Where and how they are located, and how services actually reach residents in need, must take into account both our desired patterns of growth and the identified needs of residents.

During deliberations over the 1999 King County budget, the County Council identified the need for a human services policy framework and requested, through a proviso to the budget, that one be developed. While the goals laid out in this framework apply to all human services in which the County is involved—including those mandated and/or funded by the state and federal governments—the framework provides specific direction on the use of the County-generated tax resources (current expense and criminal justice, or CX/CJ) for human services.

Also at this time, the County began planning its update of its Comprehensive Plan, the guiding set of policies driving how King County intends to grow into the future. Some form of these policies are likely to be integrated into the King County Comprehensive Plan's 2000 Update.

What the Framework Accomplishes

Through this framework, King County articulates its highest level goals for participating in human services, clarifies the roles it will play, and expresses its general priorities and policies for the use of County-generated resources under its control.

It also establishes a regular process through which the County will conduct an assessment of human service needs and resources, and develop strategies in response to the results of that assessment. This process integrates, broadens, and then carries into its implementation phase the existing, community-based human service planning—known as the subregional Strategic Plan—led by the King County Community Services Division (CSD). Many providers and governments throughout the region have participated in the Strategic Plan, and this work will be integrated.

Finally, the framework policies are intentionally broad enough to accommodate the fact that needs change over time, as do the roles and resources of others in our community who help address human needs. King County needs a framework that is flexible enough to allow it to shift its activities and funds in response to the changing environment around us.

II. King County's Role in Human Services

As a regional government, King County is in a unique position to address human service needs of its residents. Over the years, King County has established itself as a leader in human services by playing the following roles:

- Planner and Advocate. We are proactive in anticipating and responding to the changing needs of residents and communities.
- Partnerships. We work with our partners to help design, implement, and evaluate better ways of doing business in the human services field.
- Resource Development and Administration. We work aggressively to direct federal, state, and private resources to King County, and where appropriate administer those funds.
- Funder. We elect to use a portion of current expense and criminal justice funds to support a variety of health, human services, and housing programs for people in need.

While government plays an important role in addressing human service needs, we do so as one partner among many. Volunteers, civic organizations, service providers, businesses, faith-based organizations, schools, and others all lend financial and other forms of assistance to residents in need.

Policies Regarding King County's Regional and Local Roles in Human Services

HS-1: Regional Role—for All County Residents and Communities

King County's regional role in human services shall be to help assure access to a range of prevention, intervention, and rehabilitative human services for residents of King County regardless of jurisdiction, with an emphasis on serving those most in need.

King County shall lead the development and implementation of quality, countywide human service systems for its mandated service areas, that is, for mental health services, drug and alcohol services, services for people with developmental disabilities, veteran's services, and public health services. King County shall execute this role chiefly through the mandates, guidelines, and funding provided by the State of Washington and/or the federal government.

King County, in partnership with other jurisdictions and the private sector, shall also help support other regionally organized, human service 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 services, information and referral, basic needs, and employment services.

King County does not assume primary or sole responsibility for the governmental portion of support for regionally organized human services systems. As part of the partnership needed to support these regional systems, each jurisdiction should provide financial support to help address the human service needs of its residents, according to locally identified priorities.

HS-2: Local Role—for Unincorporated Area Residents

King County's local role in human services shall be to help ensure that residents of unincorporated areas (both urban and rural) have access to a broad spectrum of human services, and to provide directly for those services which are considered a "local" responsibility, as described in HS-15.

As the local government for unincorporated King County, King County recognizes that it has the *sole* governmental responsibility. King County supports regional human service systems in part to help to provide access for unincorporated residents.

III. King County's Human Service Goals

What does King County seek to achieve through its activities and investments in human services? The set of five goals listed below constitute the overarching framework which guides all of the County's involvement in human services. These goals were developed through a community process sponsored by United Way of King County, in cooperation with the King County Children and Family Commission, and are being embraced by various organizations and governments throughout the region.

Policies Regarding King County's Human Service Goals

HS-3: Community Goals

King County shall promote healthy families and safe communities by supporting activities that help attain the following community-wide goals:

	Community Goals								
Food to eat and a roof overhead	Supportive relationships within families, neighborhoods, and communities	A safe haven from all forms of violence and abuse	Health care to be as physically and mentally fit as possible	Education and job skills to lead an independent life					
Ensure that the essential food and housing needs of all people in King County are met.	Ensure all people in King County experience positive and supportive relationships in their families and communities.	Ensure that all people in King County are safe and feel secure in schools, in their homes, and in their communities.	Promote and enhance the health of all people in King County, and assist them to attain and maintain the greatest functional independence as possible.	Help all people in King County become as economically self sufficient as their abilities permit.					

HS-4: Assessing Community Conditions and Determining King County's Response

King County shall conduct an ongoing assessment and evaluation cycle to help ensure its activities and use of resources for human services are responsive to changing needs in the Community Goal areas and to the priorities of King County as expressed in this Framework Policies for Human Services.

King County shall periodically, but no fewer than every three years, produce a King County Human Services Recommendations Report that describes strategies that King County will pursue regarding its use of funds for human services during the period covered by the Report, along with other non-funding activities the County will undertake.

HS-5: Community Participation

King County shall encourage and facilitate broad community participation—including consumers and providers of services—in developing the King County Human Services Plan, and in the provision and evaluation of human services.

HS-6: Coordination and Joint Planning

King County shall actively coordinate with other local, regional, state, federal, and private human services efforts in order to ensure that its human service activities, including the use of resources, complement the programs and activities of others. Wherever feasible, King County will participate in joint assessments with other funders to analyze human service trends and needs.

HS-7: Monitoring Overall Social and Health Conditions in King County

Together with its community partners, King County shall help to establish and monitor key indicators of overall social and health conditions in King County. The information shall be used to help determine progress towards meeting the goals identified in HS-3.

HS-8: Evaluating Progress in the Five Community Goals

King County shall evaluate the contribution of the programs it funds toward progress made in achieving the five community goals identified in HS-3. It shall work with service providers to collect measurable outcomes that result from their services.

HS-9: Accounting for Human Service Needs in Other Policies and Actions of King County Government

In establishing and carrying out policies and regulations regarding land use, transportation, economic development, facilities, and related areas, King County shall promote access to and availability of human services and affordable housing for low-income residents and communities. County policies and regulations should help promote easy access to jobs, housing, and services.

HS-10: Development of Resources for Human Services

As appropriate, King County shall work in the federal, state, and local government arenas, and with the private sector, to garner additional human service and affordable housing resources for King County residents in order to help further the community goals. This work may include legislative advocacy, pursuit of grant funds, regulatory changes, and related actions.

HS-11: Reflecting the Diversity of King County

King County shall ensure that its involvement in human services is sensitive to the cultural, economic, and social diversity of King County. Toward that end, King County shall promote culturally competent and relevant service delivery; uphold federal, state, and local laws against discrimination; work to remove obstacles that impair residents' ability to access human services and affordable housing; and provide opportunities for diverse representation of people and interests on King County's boards, commissions, advisory committees, and planning processes.

HS-12: Helping People Help Themselves

King County shall support efforts to break the cycle of poverty, promote personal responsibility, and reduce the overall need for human services. This includes organizing and empowering residents and communities to be involved in the decision-making that affects their lives. Services supported by King County shall do so in a manner that helps foster self-determination and self-sufficiency to the greatest extent possible.

IV. Parameters for Use of County Funds for Human Services

A portion of the property and sales taxes received by King County goes into general pools of funds known as current expense (CX) and criminal justice (CJ) funds. Used to address a wide variety of service and infrastructure needs, CX and CJ are directly under the control of King County. The County has certain responsibilities which it must carry out using these funds—for example, providing police protection and operating jails—while other activities, such as human services, are wholly discretionary. The following policies pertain to how the County will direct its use of discretionary CX and CJ for human service purposes.

"What About Special Programs?"

Historically, members of the King County Council have had an ability to recommend CX funds for "special programs." A high percentage of these funds are used for human services. In numerous instances, these funds go to agencies that have other contracts with King County government, typically within the Department of Community and Human Services.

The following policies **do not** apply to Special Programs funds. However, human service organizations which receive special programs funds will be strongly encouraged to participate in providing outcome data under the community goal structure.

Policies Regarding the Use of King County's Current Expense and Criminal Justice Funds (CX and CJ) for Human Service Purposes.

HS-13: Priorities for Use of CX/CJ for Human Services

In the use of its CX and CJ funds for human services, King County shall give priority to services which help accomplish the following:

- To help provide access to a basic array of human services for residents of unincorporated King County, according to need.
- To help assure access to a basic array of human services for persons most in need, regardless of where they live.
- To reduce the impacts on the County's juvenile justice and adult criminal justice systems.

HS-14: CX/CJ Not to be Used in "Mandated" Service Areas

King County shall not use CX/CJ funds in mandated service areas unless the particular service falls outside the scope of the state mandate or is within the scope but is funded at a plainly insufficient level; is a high County priority; and continues to be unavailable from state and federal resources despite significant advocacy. For purposes of this policy the mandated services are: services for people with serious mental illness; substance abuse services; services for people with developmental disabilities; veteran's services; and aging services.

HS-15: Use of CX/CJ for Certain "Local" Services Not Allowed in Incorporated Areas

For incorporated residents, 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 (e.g., a local help line for a particular neighborhood or community). King County will support these kinds of programs only for residents of unincorporated areas.

King County considers all other human services to be organized on a regional or subregional basis and may elect to support them as part of fulfilling both its regional and local roles as described in HS-1. As further explained in HS-1, it is King County's position that support for regionally organized human services is a shared responsibility among state and local governments—including the cities of King County—and the private sector.

HS-16: Desired Characteristics of Programs Funded

In allocating its funds for human services, King County shall endeavor to support services that possess the following characteristics:

- Show measurable, effective results that link to one or more of the five goal
- Offer culturally competent and relevant service delivery to strengthen availability, accessibility, and appropriateness of services.
- Are accessible and barrier free (including accessible by public transit as appropriate).
- Demonstrate ability to leverage funds and/or other support from voluntary and government resources, as appropriate.
- Are based on research that identifies the best methods and approaches for success.
- Help support a strong, coordinated system of human services and strengthen linkages with community partners.

HS-17: Promoting Regional Participation in Human Services

King County shall encourage local governments and the private sector to become active in providing support for human services. King County shall promote this participation through the following practices:

- Where appropriate, King County shall work with cities to develop understandings or agreements about who will support which services in a given area or within a particular human service system.
- Where appropriate, King County shall give funding preference to those contractors who demonstrate that they have acquired matching funds or otherwise leveraged support from other private and local government sources.

King County shall expect local services which are provided primarily for residents of unincorporated King County to seek other private or volunteer resources, but does not expect local government participation other than King County's support.

HS-18: Exceptions to Policy

Policies HS-13, HS-14, HS-15, HS-16, and HS-17 shall not apply to contracts for projects specially designated by organization name in the annual King County budget ordinance. Contracts for such projects, however, shall contain the necessary specifications and reporting requirements expected of all King County human service contracts.