



NON-DEPARTMENTAL CBAC

TO: Chair Deborah Kafoury and County Board of Commissioners (7) pages
FROM: Non-Departmental (Non-D) CBAC
DATE: April 18, 2018
SUBJECT: Budget Advisory Committee (CBAC) Report & Recommendations for FY2019

EXECUTIVE SUMMARY

We are proud to contribute to our local democracy through the Citizen Budget Advisory Committee. We believe that Multnomah County plays a critical role in fostering a sustainable and equitable environment for its residents, and we are happy to be part of it.

Between November 2017 and April 2018, the Non-D CBAC met with and reviewed program offers from Chair Kafoury, County Commissioners, and staff from the offices of Emergency Management, Communications, Finance, Government Relations, Diversity & Equity, the Joint Office of Homeless Services, and the County Auditor. After numerous hours of discussion between the members of our Committee, we are pleased to communicate our:

- **Program recommendations** - FY19 priority funding requests for Non-D offices
- **Office-specific recommendations** - How to improve MultCo's operations and its impact on the County's residents

In order to evaluate the program offers and prevailing policy of each Non-D office, our CBAC established the following **thematic priorities for FY19**:

- Advance equity¹
- Address homelessness and the housing crisis
- Promote emergency preparedness
- Serve mental health and addiction needs

Additionally, in terms of **program implementation**, our priorities are ensuring accountability (monitoring program efficacy, efficiency, and inclusivity), and promoting collaboration across jurisdictions and with external County service partners. This is reflected in the following sections, both in our program recommendations and our feedback to specific offices.

¹ Advancing Equity is creating fairness and equality through targeted universalism in MultCo's policies and services, including remediating historical and current systematic and institutional disadvantages suffered by marginalized communities. Considering the geographic distribution of resources and services within the County is paramount to this goal.

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Following our thematic priorities, our **top three Program Offers** are:

1. 10052E - JOHS - Safety off the Streets - Family Shelter: Youth Activities
2. 10017C - ODE - College to County
3. 10012B - OEM - Protecting Multnomah

While we touched on it briefly in our thematic priorities above, we feel it is imperative to emphasize our support for the **advancement of equity** within the County in this executive summary. Equity, diversity, and inclusivity were themes in most, if not all, the presentations that we heard. Particularly the elected officials pledged their commitment to the advancement of equity, and highlighted that County services are designed and implemented through an Equity Lens. The majority of our committee members participated in the Multnomah County Equity & Empowerment Lens Training this spring and we found that this assessment tool is, unfortunately, not being used by a majority of Non-D programs. As a result, the County cannot demonstrate that its impact on minority and low-income populations has equitable outcomes. Many program offers do not have relevant outcomes that demonstrate short-term to long-term impact, or do not measure outcomes at all. **We recommend that for program offers directly affecting residents, the impact on minorities and low-income populations should be systematically evaluated.** We hope to see a greater focus on this in next year's program offers.

Furthermore, **we challenge the County to request that each department and office establish an Equity Plan by the end of the year 2018**, aiming at systematically reviewing services offered by the County through the Equity and Empowerment assessment tool promoted by ODE.

PROCESS

The Non-Department CBAC met nine times (11/8, 12/4, 1/8, 1/22, 2/5, 2/26, 3/12, 3/20, and 4/2) for over 23 hours, to hear presentations from the Chair, Commissioners, and Non-D offices, and to discuss the program offers for the FY19 budget. We reviewed 43 program offers and met with:

- Chair Kafoury and Nancy Bennett
- County Commissioners and their staff:
 - Sharon Meieran, D1
 - Jessica Vega Pederson, D3
 - Lori Stegmann and Rebecca Stavenjord, D4
 - Elizabeth Mazzara-Myers and Jimmy Brown, D2
- Christian Elkin, Finance Office
- Steve March, Auditor
- Ben Duncan, Office of Diversity and Equity
- Jeston Black, Government Relations
- Chris Voss, Emergency Management

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- Julie Sullivan-Springhetti and staff, Communications
- Marc Jolin with Christian Elkin, Joint Office of Homeless Services

We believe that the CBAC process functions well in general. The Non-D CBAC covers a large number of diverse offices. We found it challenging to propose initial program offer recommendations only one week after their publication. We will, therefore, review our process at the conclusion of this term and anticipate proposing suggestions for Non-D CBAC process improvements.

EMERGING ISSUES & CHANGES

The most critical emerging issues relate to homelessness, housing security, emergency preparedness, and the equity and accountability of County services. While offices across the County face a potential 2% budgetary constraint, we maintain that some innovative/new programs are necessary to address some of the County's most pressing concerns. Specifically, the Joint Office of Homeless Services has several existing and new programs that are currently out of target. We would like to highlight that while we strongly support many of the out-of-target JOHS program offers, we also decided to show our support for some of the less visible and less funded offices, such as OEM and ODE. Nevertheless, we agree that housing security and homeless services are still at the top of the County's list of acute challenges.

In meeting with a large number of staff members from various Non-D offices, it became clear that there was little consistency across the offices. This was concerning especially in terms of evaluating outcomes, outputs and equity of services. Collaboration between offices, across jurisdictions, and with external service partners was demonstrated by some offices more than others. This was taken into consideration when evaluating program offers, as well as addressed further in the implementation section of our recommendations.

PROGRAM RECOMMENDATIONS

Our recommendations focus on the one-time funding requests, out of target program offers, and new programs.

1. 10052E - JOHS - Safety off the Streets - Family Shelter: Youth Activities \$100,000

We believe that the youth that would be served by this program need safer, healthier activity options. The County needs to increase its involvement in family shelter programming, particularly communicating with service providers and better monitoring service provision. However, one full-time and two-part time staff does not seem adequate to ensure program success. We suggest that this program offer fund three full-time staff (Youth Coordinator, Program Assistant, and Early Childhood Activity Coordinator), as well as provide for increased transportation support. Additionally, the service provider could expand what they offer in terms of early

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childhood programs and incorporate early childhood components with whole-family events like family night.

2. 10017C - ODE - College to County \$95,517

This offer is well aligned with the priorities the Non-D CBAC established. It has positive social and economic impacts on people of color and other underrepresented groups by mitigating institutional and structural barriers to equal employment opportunity. It focuses on promoting equity at an early stage. Recently, there has been harsh criticism over systemic racism at the County, and this program honors and advances the County's commitment to building a diverse workforce. We believe there may also be opportunities for collaboration with the SummerWorks program.

3.10012B - OEM - Protecting Multnomah \$250,180

In the event of a major emergency in Multnomah County, an area with an elevated risk for a number of natural and man-made disasters, it will be crucial that response plans have been outlined, practiced, and communicated to County partners and the public. This offer emphasizes continuity of government and continuity of operations. Additionally, Mr. Voss discussed coordination with community partners in our meeting, which we agree will be necessary for the best possible outcome in the event of a major emergency. While the specifics for this offer are unclear, we felt the necessity for increased emergency response planning is critical enough that we still strongly support it. We would like to see details regarding how the outcomes of the program will be measured (success of the training/exercise), which areas of the County the exercises will take place in, and how communication with the public will be managed. Given the fundamental role this office plays in our community, the budget of the Office of Emergency Management seemed strikingly low when compared to those of other offices.

(We have included two further program recommendations below, as well as recommendations specific to some of the Non-D Offices)

FURTHER PROGRAM RECOMMENDATIONS

4. 10029D - D2 - Summerworks - High-Risk Youth \$132,250

This offer is well aligned with the priorities the Non-D CBAC established. It has positive social and economic impacts underrepresented groups by providing experience to high-risk youths. SummerWorks provides work-readiness training and job-coaching, which can have a long-term positive impact on those it serves. We recommend positioning the Summerworks program within a department or a non-elected office to empower that office to better integrate this program with others similar to it; having an isolated program under a commissioner's office does not seem sustainable and may lack the holistic approach required for successful outcomes. We believe there may also be opportunities for collaboration with the College to County program, and that perhaps both programs would benefit from being facilitated through the same office.

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5. 10053L - JOHS - Housing Placement & Retention - Market Increase for Rents **\$175,000**

This program adds the additional rental assistance funding it will take to maintain current housing placement capacity. Without this program approximately 175 fewer people would be placed in permanent housing. We appreciate that the reported outcome measures show how effective the program is (e.g. % of households that remained housed after 6 months). We recommend that funding be prioritized for low-income residents in areas with rapidly rising rents, such as NE Portland and Gresham. Market rents have been increasing; if the County's goal is to keep people in permanent homes, the budget for housing placement and retention needs to keep pace.

OFFICE-SPECIFIC RECOMMENDATIONS

We have included recommendations to the Commissioners and Non-D offices. We hope that these recommendations are taken into consideration, and look forward to continuing to work with you on these and other goals in the coming year.

Recommendations to Commissioners:

Tax Reform: We recommend that MultCo better advocate for the need for a more fair, statewide tax system related to Property Tax (the current property tax system seems to be recognized as critically unfair and unequal for County residents, and is also currently creating a planned major budget deficit for the County).

Universal Representation: We recommend that MultCo commissioners uphold their commitment to equity, sanctuary, and inclusivity by funding a joint program with the City of Portland to support universal representation, with the goal of providing an immigration attorney to all Multnomah County residents who are facing deportation.

Program Impact Measurement: We recommend that outputs (concrete deliverables) and outcomes (social, economic or environmental impact) must be better defined in the MultCo Program offers, to ensure greater program quality and efficiency. Currently, the success of most program offers are just defined by basic outputs such as numbers of beds, number of participants or number of trainings, which are basic indicators of people reached but not of the success of the services offered. Having at least short-term or intermediate outcomes will help evaluate success and elucidate synergies between programs.

Recommendations to the Office of Diversity & Equity (ODE):

We recommend that ODE takes a bigger role in supporting each department/office in setting output and outcomes measuring the impact on minorities and low-income populations. We

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believe that MultCo should aim at systematically evaluating services offered to residents through a diversity and equity lens.

Recommendations to the MultCo Office of Emergency Management (MCOEM)

Emergency Preparedness Communication: We recommend that OEM works with the Office of Communication to improve the emergency page of the MultCo website, which has very limited information about emergency preparedness. We recommend that the website includes Beacon Sites, training opportunities, and emergency-preparedness-related community events. In the event of a major emergency, communication will be difficult, so providing as much information as possible in preparation is critical.

Collaboration: We suggest exploring the option of having a Joint Office of Emergency Services with the City of Portland for major emergencies that would affect the entire region. We appreciated the focus on increased collaboration with service providers, and also suggest close partnerships with the State of Oregon, the City of Portland and neighborhood associations.

Recommendations to the Office of Communication (OC):

Compared to Metro or the City of Portland, it seems that Multco suffers from a significant lack of recognition, despite the important services offered by the County. Residents may not be aware of what the County does or what services are offered.

- We recommend that OC takes a stronger approach and leading role in making MultCo services known to the public. Currently, it seems that each department/office needs to do their own external communication, which may be done with or without successful communication expertise.
- We recommend that OC and EOM update the emergency page of the MultCo website, which has very limited information about emergency preparation and response.

Recommendations to the Finance Office:

Program Impact Measurement: In accordance with the FY19 Finance Budget Manual, program offers should state clear outputs and outcomes. Currently, the success of most program offers are just defined by basic outputs such as numbers of beds, number of participants or number of trainings, which are basic indicators of people reached but not of the success of the services offered. We recommend that Finance better train each office/department (in collaboration with ODE) to better define their outputs (concrete deliverables) and outcomes (social, economic or environmental impact) to ensure greater program quality and efficiency, and measure equity outcomes.

Recommendation to the JOHS:

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Monitoring: We recommend that the JOHS improve the monitoring of service goals, delivery and outcomes. We echo the County Auditor's recommendation that the County use HUD performance measures and provide context for performance progress and deficiencies. JOHS program offers should explicitly state their plan for monitoring outcomes delivered by service providers.

Communication with Service Providers: Increase communication on programming expectations, especially if/when shelter operations change significantly (i.e. when capacity limits are enacted, future plans for motel locations, etc).

City of Gresham: Collaborating with the City of Gresham as well as the City of Portland is important. Rents are on rise the Gresham as well, and we feel that the City should be more involved in these efforts; one councilor on A Home For Everyone is not enough; we recommend the JOHS send a representative to sit on the newly-created Gresham Task Force on Housing.

ACKNOWLEDGEMENTS

The Committee would like to give special thanks to each of the dedicated Commissioners and County employees who presented to us in the evening, making time at the end of a busy work day and taking time away from their families. We also offer thanks for the invaluable services of OCI Program Manager Brenda Morgan in keeping us focused, providing guidance, and suggested improvements for our meeting process.