



**King County**

# Veterans and Human Services Levy Annual Report

Department of Community and Human Services

June 2007

## Veterans and Human Services Levy approved by voters

King County voters said "yes" to a ballot measure in November 2005 that will generate over \$13.3 million annually for six years to help people in need across the county. Half of the revenue raised will fund services for veterans, military personnel and their families, and the other half will fund a range of regional health and human services for low-income and special needs individuals and families.

To begin implementation, the Metropolitan King County Council approved an ordinance on April 10, 2006 that provided guidance and timelines for implementation planning and design.

Ordinance 15406 required development of a Service Improvement Plan to describe priority populations and investment areas for expenditure of the proceeds, clarified the roles and the process for appointing the members of two

new citizen oversight boards, and called for the re-examination of priorities, policies and contracts for human services currently funded with county discretionary funds.

In October 2006, the council approved the Levy Service Improvement Plan (Ordinance 15632), which identified four target service populations:

- Veterans, military personnel and their families in need
- Individuals/families with long-term homelessness
- Individuals recently released from prison or jail
- Families and young children at risk for homelessness or involvement in justice or other systems.

The plan established five overarching

investment areas for levy efforts and resources:

1. Enhancing services and access for veterans and their families
2. Ending homelessness through outreach, prevention, permanent supportive housing and employment
3. Increasing access to behavioral health services
4. Strengthening families at risk
5. Increasing effectiveness of resource management & evaluation.

Levy activities are carefully aligned with other initiatives (Ten-Year Plan to End Homelessness, criminal justice initiatives, etc.) targeting the same or similar populations, in a concerted effort to foster collaboration, maximize resources, and achieve shared goals and objectives.

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## Levy Annual Report Requirements

In calling for an annual report on levy implementation and progress, the King County Council included specific requirements:

*By June 1, 2007, and each year thereafter through 2011, the department of community and human services shall prepare and the executive submit to the council and regional policy committee for review and acceptance by motion an annual progress report on the implementation of the King County Veterans and Human Services Levy Service Improvement Plan.*

The initial progress shall include:

1. A description of how service improvements have been procured to date and the status of service and project implementation.
2. A detailed evaluation plan laying out the

process, content, schedule and annual report format for implementation, provider performance, and outcome evaluation for each of the service and capital improvement areas.

3. An updated financial plan showing actual and projected revenue and expenditures for the veterans and regional human services funds for each year of the levy and explaining changes from the previous year's financial plan.
4. A report from the oversight boards regarding their assessment of progress and any recommendations they have for improvement of levy program operations and results.

This first annual report provides updates on each of these areas.

# 1. Service improvement procurement status



King County Council Ordinance 15632 approving the Levy Service Improvement Plan directed the next steps in implementing levy services, calling for the involvement of citizen advisory boards in the review of program and service improvement plans, prior to the issuing of Requests for Proposal (RFP) and contracting.

The first order of business, therefore, was to organize and convene the boards (see Page 5). Once a majority of the two oversight boards' had completed the nomination process, the Department of Community and Human Services (DCHS) was able to convene the boards and in February 2007, presented the first procurement plan for their review.

**First procurement plan developed.** This first procurement plan was for over \$4.9 million levy funds and addressed service improvement within the overarching investment strategy called Ending Homelessness through Outreach, Prevention, Permanent Supportive Housing and Employment, under the sub-strategy of *increasing permanent housing units for veterans and others in need*.

The procurement plan outlined the strategy to publish a RFP for homeless housing development projects allocating up to half of the one-time capital dollars available for 2006 and 2007. The remaining half (about \$4.9 million) is planned for a second RFP in Fall 2007.

The RFP priorities stated in the procurement plan were housing opportunities for homeless veterans and others in need, and coordination with several other homeless housing funders, including the City of Seattle, United Way of King County, and others.

Immediately following the board's review, DCHS participated in a combined Notice of Funding Availability (NOFA) workshop with other local funders to solicit housing proposals to expend the funding. By the closing date, DCHS had received nine homeless housing development proposals requesting a total of \$9.5 million. The oversight boards have appointed representatives to the review panel, which will meet the week of June 4 to make recommendations regarding the investment of the first round of housing levy funds, with contracts beginning as early as July.

Each levy service area will have a similar planning and procurement process. A schedule for review of the levy service area procurement plans through the end of the

year is posted online at [www.metrokc.gov/dchs/levy](http://www.metrokc.gov/dchs/levy).

**Veterans' Program enhancements.** In fall 2005, the council authorized DCHS to begin planning and implementing enhancements to the existing King County Veterans' Program, as detailed in the overarching investment strategy called Enhancing Access to Services for Veterans and their Families. To accomplish the goal of assisting eligible veterans, military personnel and their dependents to achieve economic and personal self-sufficiency, the Veterans' Program is using levy funds to increase capacity and access to its programs and services.

By providing supplementary funding, the King County Veterans' Program increased the capacity of the Washington Department of Veterans Affairs to provide additional local treatment for post-traumatic stress disorder, Veterans Administration eligibility determination, access to housing, benefits counseling, and case management services to incarcerated veterans. The county Veterans' Program contracted for additional transitional housing beds from the Salvation Army and the Compass Center. New levy funding also allowed the Veterans' Program to immediately increase financial assistance, and to begin planning for additional case management and employment services.

In addition to direct services, the county Veterans' Program has revised its program design and client flow, develop policies and procedures, and created a training curriculum for new staff. The program has developed outcomes and indicators to measure the success of the newly-enhanced program services; for example, decreasing the immediate financial crisis of the veteran, decreasing the numbers of homeless veterans, and increasing the number of veterans who are successful with employment. The Veterans Program is also implementing ways to increase geographic access to its programs.



*Veterans' 2006 Annual Meeting*

## 2. Veterans and Human Services Levy Evaluation Plan

Assessing the effectiveness of the Veterans and Human Services Levy is not only important for informing ongoing decisions and mid-course improvements, but also for providing information to the public to determine if future levies of this type merit their support.

The Service Improvement Plan (SIP) stressed the importance of creating a strong evaluation plan before levy funds begin to flow out to the community. Work is underway right now to finalize the evaluation.

**Evaluation Overview.** The levy evaluation provides a tool to help demonstrate the impact and benefits of the levy and report whether or not the levy has achieved its goals. The approach in creating the evaluation is to develop a comprehensive strategy that demonstrates value returned on investments, ensures the expected results are being met, and effectively uses evaluation resources.

### Underlying Principles.

1. Where an investment is a best practice, verify it is implemented as evaluated.
2. If a best practice is not available, design a program using elements of best practices and evaluate its implementation.
3. Leverage existing evaluation activities. Where an evaluation is in place, use it or add to it.
4. Where the time line is too long to achieve final results, find intermediate outcome or process outcome to show the program is on course to achieving results.
5. Coordinate evaluation with levy contract management activities. Build process and outcome data collection into ongoing monitoring functions.

**Evaluation Scope.** Three levels of goals have been established: the overall goals of the levy established by ordinance, the goals associated with each of the five overarching investment strategies, and the goals of the individual specific investment areas. The evaluation must address all three levels.

- **Ultimate goals/highest level desired outcomes.** These include but are not limited to the goals stated in Ordinance 15406: 1) reducing homelessness; 2) reducing emergency medical and criminal justice involvement; and 3) increasing self-sufficiency both for veterans and their families as well as for other individuals and families in need.
- **Mid-level goals/desired outcomes of the overarching investment strategies.** The ordinance called for the ultimate goals to be achieved by investing in several priority areas, grouped by the SIP into five Over-

arching Investment Strategies: 1) enhancing access to services for veterans and their families; 2) ending homelessness through outreach, prevention, permanent supportive housing and employment; 3) increasing access to behavioral health services; 4) strengthening families at risk; and 5) increasing the effectiveness of resource management and evaluation.

- **Goals of individual investment strategies.** Within each of the overarching strategies are program specific investment strategies, each with its own goals, which in turn support the goals of the overarching strategies. For example, over \$14 million in 2006 one-time dollars is earmarked to increase permanent housing for veterans and others in need. Increasing housing is a specific investment strategy intended to support the overarching strategy of ending homelessness, which in turn supports one if not all of the levy's ultimate goals.

**Process and Outcome Evaluation.** Establishing the intended outcomes for the different evaluation levels, and how they will be measured, is of critical importance. Outcome measures will be a crucial component in evaluating whether the goals of the five overarching investment strategies are being met, and ultimately, whether the overall goals of the levy are being met. This is all part of **outcome evaluation**. Equally important will be a **process evaluation**, which examines levy implementation and identifies what has gone as intended, whether there were unintended consequences, and what adjustments are needed. The process evaluation is an important feedback tool as implementation progresses.

**Timeline.** The lifespan of the levy is January 2006 through December 2011, with a request for renewal to go before the voters in late 2011. The levy directs that the evaluation demonstrate the levy's value prior to the request to renew the levy. Therefore, the majority of the evaluation will take place over the next 50 months.



*Veterans Levy Board members discuss procurement plans.*

### 3. Veterans and Human Services Levy Financing Plans

The Veterans and Human Services Levy approved by the voters in November 2005 will generate more than \$13 million per year for a period of six years to support a range of housing, health and human services for people in need. Per the ballot measure and council ordinance, one-half of all proceeds shall be dedicated to services to assist veterans, military personnel and their families, and one-half of all proceeds shall assist other individuals and families in need. In June 2006, the King County Council approved Ordinance 15406, establishing separate funding accounts for levy proceeds.

#### 2007 Proposed Financial Plan

Fund/Department: 1142/0118 Human Services Levy

Category	2006 Actual <sup>1</sup>	2007 Adopted	2007 Revised	2008 Projected	2009 Projected	2010 Projected	2011 Projected
<b>Beginning Fund Balance</b>	0	6,466,743	6,732,791	7,563,947	3,299,274	1,692,326	2,063,761
<b>Revenues</b>							
* Health and Human Services Levy Millage <sup>2,3</sup>	6,653,287	6,850,236	6,850,236	7,038,630	7,235,698	7,438,283	7,646,551
* Interest Income <sup>4</sup>	144,305	269,459	319,472	247,408	83,449	54,760	64,616
<b>Total Revenues</b>	<b>6,797,592</b>	<b>7,119,695</b>	<b>7,169,708</b>	<b>7,286,038</b>	<b>7,319,147</b>	<b>7,493,043</b>	<b>7,711,167</b>
<b>Expenditures</b>							
* Administration	(67,309)	(360,803)	(360,803)	(364,411)	(365,245)	(383,507)	(402,683)
* Services	(8,045)	(6,812,608)	(4,833,500)	(5,680,800)	(5,733,100)	(5,688,100)	(5,678,100)
* One-Time and Start Up <sup>5</sup>	11,750	(6,412,139)	(1,144,250)	(5,505,500)	(2,827,750)	(1,050,000)	(1,510,000)
<b>Total Expenditures</b>	<b>(63,604)</b>	<b>(13,585,550)</b>	<b>(6,338,553)</b>	<b>(11,550,711)</b>	<b>(8,926,095)</b>	<b>(7,121,607)</b>	<b>(7,590,783)</b>
<b>Ending Fund Balance</b>	<b>6,733,988</b>	<b>888</b>	<b>7,563,947</b>	<b>3,299,274</b>	<b>1,692,326</b>	<b>2,063,761</b>	<b>2,184,146</b>
<b>Designations and Reserves</b>							
* Equipment	(1,197)						
<b>Total Designations and Reserves</b>	<b>(1,197)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Ending Undesignated Fund Balance</b>	<b>6,732,791</b>	<b>888</b>	<b>7,563,947</b>	<b>3,299,274</b>	<b>1,692,326</b>	<b>2,063,761</b>	<b>2,184,146</b>
<b>Target Fund Balance</b>			1,000,000	1,000,000	1,000,000	1,000,000	1,000,000

**Financial Plan Notes:**

<sup>1</sup> Actual from ARMS 14th month.

<sup>2</sup> The King County regional human services levy was passed in the November 2005 general election. Fifty percent of the proceeds from the levy are dedicated to improve health, human services and housing for veterans, military personnel and their families, and fifty percent of the proceeds are dedicated to improving health, human services and housing for a wider array of people in need. This financial plan is for the health and human services portion of the levy. Levy expenditures are guided by Ordinance 15406 which was approved by Council on April 10, 2006.

<sup>3</sup> Outyear millage is projected by the Budget Office.

<sup>4</sup> Interest rates are supplied by the Budget Office.

<sup>5</sup> In 2006 One-Time and Start Up funds were directed toward planning and implementation of levy funding.

#### 2007 Proposed Financial Plan

Fund/Department: 1141/0117 Veterans Services Levy

Category	2006 Actual <sup>1</sup>	2007 Adopted	2007 Revised	2008 Projected	2009 Projected	2010 Projected	2011 Projected
<b>Beginning Fund Balance</b>	0	5,574,384	6,240,768	6,482,614	3,045,697	1,561,890	1,481,934
<b>Revenues</b>							
* Veterans Services Levy Millage <sup>2,3</sup>	6,653,287	6,850,236	6,850,236	7,038,630	7,235,698	7,438,283	7,646,551
* Interest Income <sup>4</sup>	144,289	232,327	295,206	225,368	85,389	51,169	56,297
<b>Total Revenues</b>	<b>6,797,576</b>	<b>7,082,563</b>	<b>7,145,442</b>	<b>7,263,998</b>	<b>7,321,087</b>	<b>7,489,452</b>	<b>7,702,848</b>
<b>Expenditures</b>							
* Administration	(1,195)	(357,846)	(357,846)	(363,214)	(365,245)	(383,507)	(402,683)
* Services	(304,138)	(6,722,881)	(5,334,500)	(5,680,200)	(5,710,900)	(5,685,900)	(5,675,900)
* One-Time and Start Up <sup>5</sup>	(215,149)	(5,574,384)	(1,211,250)	(4,657,500)	(2,728,750)	(1,500,000)	(1,223,000)
<b>Total Expenditures</b>	<b>(520,482)</b>	<b>(12,655,111)</b>	<b>(6,903,596)</b>	<b>(10,700,914)</b>	<b>(8,804,895)</b>	<b>(7,569,407)</b>	<b>(7,301,583)</b>
<b>Ending Fund Balance</b>	<b>6,277,094</b>	<b>1,836</b>	<b>6,482,614</b>	<b>3,045,697</b>	<b>1,561,890</b>	<b>1,481,934</b>	<b>1,883,200</b>
<b>Designations and Reserves</b>							
* Encumbrances for contracted providers	(36,326)						
<b>Total Designations and Reserves</b>	<b>(36,326)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Ending Undesignated Fund Balance</b>	<b>6,240,768</b>	<b>1,836</b>	<b>6,482,614</b>	<b>3,045,697</b>	<b>1,561,890</b>	<b>1,481,934</b>	<b>1,883,200</b>
<b>Target Fund Balance</b>			1,000,000	1,000,000	1,000,000	1,000,000	1,000,000

**Financial Plan Notes:**

<sup>1</sup> Actual from ARMS 14th month.

<sup>2</sup> The King County regional human services levy was passed in the November 2005 general election. Fifty percent of the proceeds from the levy are dedicated to improve health, human services and housing for veterans, military personnel and their families, and fifty percent of the proceeds are dedicated to improving health, human services and housing for a wider array of people in need. This financial plan is for the veteran services portion of the levy. Levy expenditures are guided by Ordinance 15406 which was approved by Council on April 10, 2006.

<sup>3</sup> Outyear millage is projected by the Budget Office.

<sup>4</sup> Interest rates are supplied by the Budget Office.

<sup>5</sup> In 2006 One-Time and Start Up funds were directed toward planning and implementation of levy funding.



## 4. Advisory Boards Report

The Veterans and Human Services Levy called for the creation of two new citizen oversight boards responsible for reviewing the expenditure of levy proceeds and reporting annually to the executive and county council on levy implementation progress— one to provide oversight to veterans' programs and services, and the other to provide oversight for regional human services helping other individuals and families in need.

**Board Recruitment.** The ordinance called for councilmembers to identify citizens to serve on each of the boards, with the remaining three positions on each board to be selected as at-large members by the county executive. The recruitment process took several months but in February 2007, the council completed the nomination process for a majority of the nominees to the Regional Human Services Levy Oversight Board (RHSLOB) and the Veterans Citizen Levy Oversight Board (VCLOB). See page 6 for a list of members.

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*“The Levy will help to open doors to healthier and more productive lives for many in our region, and these two oversight boards will play an important role in that process.”*

- King County Executive Ron Sims

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**Getting down to business.** Since their confirmation, it has been a whirlwind of activity for these volunteers. An orientation provided an overview of veterans and other human services, the Ten-Year Plan to End Homelessness, and the Levy Service Improvement Plan. With this grounding, the boards were ready to begin the business of organizing themselves and tackling the body of work assigned to them.

Each board established operating procedures and elected co-chairs (RHSLOB) or a chair and vice-chair (VCLOB). To ensure public access, the boards established standard meeting schedules. RHSLOB meets monthly on the third Wednesday from 2-4 p.m. VCLOB meets monthly on the third Thursday from 2-4 p.m. Joint oversight meetings take place quarterly the fourth Thursday of the month from 2-4 p.m., with the first joint meeting taking place in April. Meeting schedules are online at [www.metrokc.gov/dchs/levy](http://www.metrokc.gov/dchs/levy) to help the public track board activities. Each meeting includes, as a standing agenda item, an opportunity for public feedback or comment.

**Committee Structure.** The boards established a committee structure corresponding to the five Investment Area Strategies identified in the Service Improvement Plan. RHSLOB committees are Ending Homelessness (Strategy 2), Access to Behavioral Health Services (Strategy 3), Strengthening Families At-Risk (Strategy 4), and Evaluation (Strategy 5). VCLOB committees are Improving Access to Services for

Veterans and their Families (Strategy 1), Ending Homelessness (Strategy 2), Access to Behavioral Health Services (Strategy 4), and Evaluation (Strategy 5). Strategies 2, 3, and 5 have established joint meetings.

**Procurement Plan Review.** Both boards agreed to an aggressive schedule for review of procurement plans through January 2008. The boards received the first of many procurement plans for levy funding – a plan for expending housing capital dollars— in February. The boards jointly established a process for reviewing procurement plans that includes a public comment period, and agreed to the essential elements to be included in all future procurement plans. Committees are working to educate themselves in the investment areas, in preparation for upcoming procurement plans. An overview of committee activities follows.

**Strategy 1:** Reviewing expansion plans for the King County Veterans Program; designed and distributed a survey to county councilmembers to collect data on veterans' groups within each council district to help the VCLOB engage in outreach and communication.

**Strategy 2:** Researching current veteran housing facilities in King County. The committee has received presentations on the history and status of subsidized housing, in preparation for review of the Housing with Services procurement plans and participation in the RFP rating process.

**Strategy 3:** Working to establish relationships with veteran's organizations and studying mental health and chemical dependency services, health clinics, Post Traumatic Stress Disorder, non-Medicaid and data collection issues.

**Strategy 4:** Exploring issues related to young pregnant and parenting families, and preparing to assist the Strategy 2 committees in the review of services for the Housing and Services procurement plans.

**Strategy 5:** Participating in the development of the levy evaluation framework.

**Reporting.** The board chairs presented a status report to the King County Council's Law, Justice, and Human Services Committee on April 5, 2007, where they spoke about their efforts to organize themselves, establish their committees and begin their work. Both expressed keen interest in the work to create procurement plans and rate future RFPs in the effort to help strengthen local veterans, their families and others in need. While the boards do not have recommendations for overall levy improvements at this time, they are very involved in the current review and finalization of service area procurement plans.

The levy remains in effect until 2011. Prior to that time, the boards will make recommendations to the executive and council on the issue of levy renewal or replacement.



## King County

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Veterans and Human Services Levy

[www.metrokc.gov/dchs/levy](http://www.metrokc.gov/dchs/levy)

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### Veterans and Human Services Levy Timeline

Sept. 2005	King County Council places levy on the ballot
Nov. 2005	Voters approve Proposition 1: Veterans and Human Services Levy
Apr. 2006	Council passes implementation ordinance with timelines, guidance and requirements for:  Service Improvement Plan  Two new citizen advisory boards  Updated Framework Policies for Human Services  2007 Human Services Recommendations Report  Plan for enhancing contracting procedures
Sept. 2006	Executive submits Service Improvement Plan
Oct. 2006	Council adopts Levy Service Improvement Plan
Nov. 2006- Feb. 2007	Board recruitment and confirmation process
Feb. 2007	Veterans and Human Services Levy Oversight Boards convened; first levy procurement plan reviewed (capital housing)
Apr. 2007	Executive transmits updated Framework Policies for Human Services and Human Services Recommendations Report
Oct. 2005- present	Numerous projects in development—hiring and staff training, service area procurement plans, evaluation design, veteran's program planning

## 2007 Levy Citizen Advisory Boards

Recruitment efforts by King County Council members and the King County Executive yielded a diverse and very talented group of individuals who stepped forward to serve as the inaugural members of the levy boards.

### **Veterans Citizens Levy Oversight Board:**

Vince Schmitt, District 1  
 Robert Stephens, Jr., District 2  
 Stanley Gunno, District 3  
 Francisco Ivarra, District 4  
 Lorin Bannerman, District 5  
 Frank Selden, District 6  
 Kathleen Lewis, District 7  
 Ronald Forest, District 8  
 Douglas Hoople, Chair, Executive appointment  
 William Wood, Vice-Chair, Executive appointment  
 Roger Welles, Executive appointment

### **Regional Human Services Levy Oversight Board:**

Edith Nelson, District 1  
 Dorry Elias-Garcia, Co-Chair, District 2  
 Kathleen Brasch, District 3

Kathleen Hadaller, District 5  
 David Baum, District 6  
 Doris P. Tevaseu, District 8  
 Kevin Bernadt, Executive, Seattle/North King County  
 Joe Ingram, Co-Chair, Executive, East King County  
 Kimberlee Archie, Executive, South King County



*Joint meetings bring together Veterans and Human Services boards. From left, Kathleen Brasch, Human Services; Douglas Hoople, Chair, Veterans; Dorry Elias-Garcia and Joe Ingram, co-chairs, Human Services.*