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Proposed No. 2017-0232.1

KING COUNTY

ATTACHMENT 1

Signature Report

June 12, 2017

1200 King County Courthouse 516 Third Avenue Seattle, WA 98104

Sponsors McDermott and Kohl-Welles

Ordinance

1 AN ORDINANCE providing for the submission to the 2 qualified electors of King County at a special election to be 3 held in King County on November 7, 2017, a proposition authorizing a property tax levy in excess of the levy 4 5 limitations contained in chapter 84.55 RCW for a 6 consecutive six-year period at a rate of not more than 12 cents per one thousand dollars of assessed valuation in the 7 first year, and limiting annual levy increases to three 8 percent in the five succeeding years, all for the purpose of 9 supporting veterans and military servicemembers and their 10 11 respective families; seniors and their caregivers; and 12 vulnerable populations in King County by funding capital facilities and regional health and human services to 13

promote housing stability, healthy living, financial stability,

social engagement and health and human services system

improvements and system access; providing for limited

mitigation of prorationing of metropolitan park districts

and fire districts levies to the extent the prorationing was

19 caused solely by this levy; directing proposal of a transition plan and an implementation plan for the veterans, seniors 20 and human services levy; and directing proposal of an 21 ordinance to create an oversight board or boards, 22 contingent upon voter approval of the levy. 23 STATEMENT OF FACTS: 24 25 1. In 2005, the metropolitan King County council passed Ordinance 26 15279, placing a six-year veterans and human services levy on the ballot 27 for a special election. King County residents voted for the veterans and human services levy with a nearly fifty-eight percent approval to fund 28 services for veterans and their families, military personnel and their 29 30 families and other individuals and families in need across King County. In 2011, the metropolitan King County council passed Ordinance 17072, 31 placing a renewal of the veterans and human services levy on the ballot for 32 33 a special election. King County residents voted for the renewal with a 34 nearly sixty-nine percent approval rate. 2. Since the veterans and human services levy's 2011 renewal, the current 35 veterans and human services levy has served more than one hundred and 36 eighty-three thousand clients, more than thirty thousand of whom have 37 38 been veterans, military servicemembers or their families. 3. The current veterans and human service levy's accomplishments in 39 pursuit of its goal to reduce homelessness include: awarding proceeds to 40

build seven hundred forty-six units of affordable housing; gaining or

maintaining housing for more than three thousand two hundred persons; reaching more than seven thousand one hundred clients through outreach and mobile services and then connecting them to housing, medical or behavioral health services; and convening a network of partners to house more than eight hundred-fifty homeless veterans during a focused housing initiative in 2015.

- 4. The current veterans and human services levy's accomplishments in pursuit of its goal to reduce emergency medical and criminal justice system involvement include engaging more than three thousand eight hundred incarcerated or formerly incarcerated veterans, parents, or persons at high risk of recidivism with reentry case planning, supportive services, or connections to housing or healthcare. A levy funded database and housing placement program for high utilizers of public service calculated that since 2012, supportive housing placements achieved estimated cost offsets of seven million dollars that otherwise would have been incurred to incarcerate or hospitalize the high utilizers who received housing.
- 5. The current veterans and human services levy's accomplishments in its goal to increase self-sufficiency for veterans, military personnel, their families and other individuals and families in need include the King County veterans program serving more than twelve thousand veterans and family members; screening more than twelve thousand seven hundred mothers for behavioral health conditions at integrated community health centers; providing civil legal case assessments for more than one thousand

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one hundred veterans, more than three hundred of which resulted in successful resolution and more than five hundred of which resulted to referrals to outside counsel and provision of more than fifteen thousand four hundred hours of posttraumatic stress disorder counseling to more than one thousand two hundred veterans or their spouses and children. 6. The current veterans and human services levy will expire at the end of 2017. In light of this levy's accomplishments for King County's residents and acknowledging the veterans and human services levy's importance to maintaining basic health and human services for veterans and vulnerable populations, the current levy's regional health and human services for King County's veterans and vulnerable populations merit continuation. 7. The veterans and human services levy has provided an increasingly large share of King County's funding for essential basic human services as the general fund's structural deficit reduces the portion of the general fund available to support human services. 8. Recognizing the changing landscape of regional veterans and human services needs and funding since the 2011 renewal of the veterans and human services levy, the metropolitan King County council directed the executive to produce two reports to inform deliberations about renewal of the current veterans and human services levy. Executive staff combined the findings of staff research and community input from thirty-four inperson engagement meetings and two online surveys, totaling seven hundred and forty-two responses in seven languages, to compose and

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present the reports. The metropolitan King County council approved the first report in Motion 14822 and accepted and approved the second report in Motion 14823. The reports provided information, analysis, and recommendations to inform deliberations about a potentially renewed or replaced veterans and human services levy. 9. In addition to confirming the ongoing need to support the veterans and vulnerable populations eligible to receive support within the current veterans and human services levy, the report approved by the council Motion 14822 provides evidence that some populations and issues not supported within the current veterans and human services levy now merit consideration for support from the replacement levy proposed in this ordinance. Those populations and issues include supporting seniors and healthy aging; supporting survivors of traumatic experiences that include sexual assault, domestic violence, human trafficking and sexual exploitation as well as services to prevent those types of trauma; support for refugees; support for low-income residents of rural communities and improved health and human services delivery in rural communities; support for civil legal services for persons with low-income; and support for persons with disabilities and their caregivers. 10. From 2010 to 2015, the number of King County veterans living below the federal poverty level increased by forty-three percent to a total of eight thousand two hundred ninety-nine, even as the overall population of veterans in King County has fallen to an estimated 2015 level of one

111 hundred twelve thousand eight hundred veterans. 112 11. Nationally, an average of twenty veterans commit suicide every day. 113 On average, only six of the twenty veterans committing suicide every day are enrolled in U.S. Department of Veterans Affairs services. The 114 remaining majority are not receiving federal veterans services. 115 12. As of January 2017, an estimated two thousand one hundred two 116 veterans were homeless in King County. Despite a strong partnership with 117 118 the U.S. Department of Veterans Affairs, the Washington Department of 119 Veterans Affairs and a network of local housing and service providers 120 who together house an average of forty homeless veterans in King County per month, the number of homeless veterans increases by a net average 121 122 monthly inflow of sixty-six newly homeless veterans. If sustained for a 123 year, this monthly rate of growth would generate seven hundred and twenty newly homeless veterans per year. 124 13. Eight percent of King County residents live in rural communities. 125 126 King County's rural residents consistently report difficulty in accessing the network of federal, state, county and philanthropically funded health and 127 128 human services. Travelling to urban centers to seek services is difficult or impractical for many persons from rural communities who require health 129 and human services. 130 14. At least fourteen thousand persons experience domestic violence each 131 year in King County. Survivors of domestic violence experience 132 133 disproportionately high rates of homelessness and experience an average

134 of more than nineteen civil legal problems, more than twice the average experienced by the general low-income population. 135 15. Approximately three to five hundred youth are sexually exploited 136 within King County each year. Commercial sexual exploitation of 137 children remains a poorly understood yet urgent challenge for King 138 County residents to confront. 139 140 16. More than one hundred thousand persons with intellectual or development disabilities live in Washington. More than seventy percent 141 142 of persons with a disability live with a family caregiver, and twenty-three percent of those family caregivers are aged sixty or older with an 143 additional thirty-five percent aged forty-one or older. 144 145 17. Eighteen percent of King County residents are aged sixty or older, a number that will increase to twenty-five percent of the county population 146 by 2040. As seniors make up an increasing percentage of King County's 147 148 population, funding for senior services is not keeping pace. Funding 149 through the federal Older Americans Act, as well as state and county funding for seniors, is falling. Philanthropic funding for seniors is also 150 151 waning. The result is a trend toward reduced senior funding just as King County's population of seniors is increasing. 152 18. Seventy-eight percent of persons sixty or older has one or more 153 chronic health conditions. Thirty-five percent are women living alone. 154 Nine percent are living in poverty. Race and place-based 155 156 disproportionalities unevenly distribute these conditions and risk factors

157 across King County. 19. Elder abuse is a growing challenge. The King County prosecuting 158 attorney's office reported more than seven thousand allegations of abuse 159 and neglect of seniors in King County in 2015. 160 20. The responsibility to care for vulnerable seniors impacts all 161 generations. One-third of today's King County residents who are sixty-162 163 five or older will need some form of long-term care service or support in 164 the future. That work will in many cases require assistance from unpaid 165 caregivers, including spouses, adult children and acquaintances. 21. Seniors, many of whose incomes are fixed, find it increasingly 166 difficult to afford to live in the King County communities they helped 167 168 nurture and build as housing costs increase dramatically. 169 22. Lesbian, gay, bisexual, transgender and queer seniors in King County are at extreme risk of the health-harming effects of social isolation and 170 171 poverty, with nearly one quarter of lesbian, gay, bisexual, transgender and 172 queer seniors in King County living below two hundred percent of the federal poverty level, forty-five percent living alone and sixty-eight 173 174 percent reporting having experienced three or more incidents of victimization or discrimination. 175 23. Adults aged sixty-five and older comprised eighty percent of the more 176 177 than two thousand people who were hospitalized for falls in King County between 2008 and 2012. The rate of death of seniors hospitalized for falls 178 is more than seven times the county average. In 2015, more than fifteen 179

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percent of King County emergency medical services' call responses were for seniors who had fallen. 24. Actual and perceived social isolation are both associated with increased risk for premature death. The influence of social isolation on the risk of death is comparable with risk factors for mortality such as smoking. Social isolation's influence on risk of premature death exceeds that of physical inactivity and obesity. Adults seventy-five and older who are lonely, socially isolated and inactive have a mortality rate of fifty-three percent compared to a mortality rate of thirty percent among their age peers who are not lonely, inactive, or socially isolated. 25. Since its inception in 2006 and through its renewal in 2011, the veterans and human services levy has served hundreds of thousands of veterans, military personnel, their families and other individuals and families in need. In addition to the veterans and human services levy's achievements, changed conditions and newly emerging needs present additional opportunities to set the conditions for persons in King County to fulfill their potential. Given the levy's track record of success and the additional need within the community, it is appropriate to ask the voters to replace the current veterans and human services levy with the veterans, seniors and human services levy provided for in this ordinance. 26. In 2010, the county enacted Ordinance 16857, establishing the King County Strategic Plan. In 2015, the county council passed Motion 14317 updating and revising King County's vision, mission, guiding principles

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and goals. Included within the county's goals are improving the health and well-being of all people in King County, increasing access to quality housing that is affordable to all, implementing alternatives to divert people from the criminal justice system, and ensuring that county government operates efficiently and effectively and is accountable to the public. The county's guiding principles command that pursuit of the county goals should address the root causes of inequities to provide equal access for all; engage with partners, stakeholders and public and private organizations to achieve goals; align funding, policy and operational goals of King County government; and provide effective, efficient local governance and services to unincorporated areas. 27. In 2016, the council adopted implementation plans for the best starts for kids levy and the mental illness and drug dependency sales tax renewal. Both plans expressed the council's and the executive's intent to design, implement and evaluate strategies that are outcomes-oriented. It is the county's intent that the veterans, seniors and human services levy provided for in this ordinance, if approved by voters, shall have an outcomes-orientation that appropriately aligns with the plans for the best starts for kids levy and the mental illness and drug dependency sales tax. 28. King County actively engages in equity and social justice efforts to eliminate racially disparate health and human services outcomes in King County, and this priority shall guide the council and the executive in the process of designing, administering, and evaluating the policies and

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programs related to the veterans, seniors and human services levy, if approved by voters. 29. It is the intent of the county that over the course of the six year levy the majority of levy proceeds expended to build capital facilities under authority of this ordinance shall be for very low-income households, which are households whose total income is no higher than thirty percent of the median income level for the county as defined by the United States Department of Housing and Urban Development or its successor agency. Specific very low-income levels vary according to household size. 30. It is the intent of the county that the transition plan required in section 7.A. of this ordinance provide a mechanism to continue, without interruption, currently funded regional health and human services to veterans, military servicemembers and their families, and other persons in King County; to provide substantial investments in housing stability early in the levy term; and to engage in planning activities until the new implementation plan required by section 7.B. of this ordinance is fully developed and enacted and related procurement processes are complete. 31. It is the intent of the county that the implementation plan required by section 7.B. of this ordinance limit administrative expenses to five percent of levy proceeds, the same limitation present in the existing veterans and human services levy. BE IT ORDAINED BY THE COUNCIL OF KING COUNTY: SECTION 1. **Definitions**. The definitions in this section apply throughout this

ordinance unless the context clearly requires otherw
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- A. "Caregiver" means a person who, without pay, cares for or supervises another person who requires such care or supervision due to disability, chronic illness or, in the case of a senior, age-related decline. Government-provided benefits or financial assistance provided directly to a person for being a caregiver are not considered pay within this definition.
- B. "Levy" means the levy of regular property taxes for the specific purposes and term provided in this ordinance and authorized by the electorate in accordance with state law.
- C. "Levy proceeds" means the principal amount of moneys raised by the levy and any interest earnings on the moneys.
- D. "Limit factor" for purposes of calculating the levy limitations in RCW84.55.010, means one hundred three percent.
- E. "Military servicemember" means a person who is a current member of the United States Army, Navy, Marines, Air Force or Coast Guard in the national guard, active duty or reserve component of that military branch.
- F. "Regional health and human services" means a wide range of services, programs, operations and capital facilities that promote outcomes relating to healthy living, housing stability, financial stability, social engagement, service system improvement and service system access to meet basic human needs and promote healthy living and communities including, but not limited to:
- 1. Services, programs, operations and capital facilities that promote housing stability or that contribute to making homelessness rare, brief and one-time by creating

- housing, preserving or modifying existing housing or supporting persons in gaining or maintaining housing;
- 2. Health care and health promotion services, operations and programs that encourage healthy lifestyles and wellness, promote healthy aging, support recovery, and improve physical and behavioral health for individuals and families;
- 3. Services, programs, operations and capital facilities that promote social engagement and community building for individuals and groups in culturally, geographically, economically or linguistically isolated communities and for others experiencing or at risk of social isolation and its health-harming effects;
- 4. Services and programs that promote financial stability or financial mobility, including access to, preparation for and assistance in gaining or maintaining employment, income, education and financial literacy;
- 5. Services and programs that promote and support diversion away from the criminal justice system and services and programs that promote and support criminal justice system-linked services that assist individuals and their families in preventing, mitigating or recovering from the effects of their involvement with the criminal justice system, including services that promote restorative justice or reentry to society after incarceration; and
- 6. Services, programs, operations and capital facilities that improve or expand the delivery of health and human services, improve health and human services system access and navigability, reduce or prevent the disparate or traumatic effects of systems upon vulnerable populations, build the capacity and support the operations of health and human services providers to serve their clients and communities, or build the capacity of

communities to partner with King County.

- G. "Senior" means a person who is at least fifty-five years old.
- H. "Veteran" means a person who has served in the United States Army, Navy,
 Marines, Air Force or Coast Guard in the national guard, active duty or reserve
 component of that branch of the military.

I. "Vulnerable population" means persons or communities who are susceptible to reduced health, housing, financial, or social stability outcomes because of current experience of or historical exposure to trauma, violence, poverty, isolation, bias, racism, stigma, discrimination, disability or chronic illness. Examples of vulnerable populations include, but are not limited to, survivors of domestic violence; survivors of sexual assault; survivors of human trafficking; survivors of sexual exploitation; persons with a disability; family caregivers for persons with a disability; refugees; low-income residents of rural communities; persons living in poverty; persons at risk of or experiencing homelessness; persons reentering society from criminal justice system involvement and persons at risk of criminal justice system involvement due to disproportionate practices of enforcement, mental illness or substance use disorders.

SECTION 2. Levy submittal. To provide necessary moneys for the provision of regional health and human services to King County's veterans and their families, military servicemembers and their families, seniors and their caregivers and vulnerable populations, and for limiting the impact of this levy on metropolitan park districts and fire districts due to pro-rationing mandated under RCW 84.52.010, the county council shall submit to the qualified electors of the county a proposition to replace an expiring levy and authorize a regular property tax levy in excess of the levy limitation contained in

chapter 84.55 RCW for six consecutive years, at a rate not to exceed twelve cents per one thousand dollars of assessed value in the first year and collections commencing in 2018, with the 2018 levy amount serving as the base for annual increases limited by the limit factor.

<u>SECTION 3.</u> **Deposit of levy proceeds**. The levy proceeds shall be deposited in a special revenue fund, which fund shall be created by ordinance.

SECTION 4. Eligible expenditures.

- A. If approved by the qualified electors of the county, except for two hundred thousand dollars of each year's levy proceeds reserved for the purposes set forth in subsection B. of this section, all levy proceeds shall be divided into three equal parts and used for the following purposes:
- 1. One third of those proceeds shall be used to plan, provide, administer and evaluate a wide range of regional health and human services and capital facilities for veterans and military servicemembers and their respective families. In this levy's first year, at least fifty percent of the proceeds described in this subsection shall be used to fund capital facilities and regional health and human services that promote housing stability for veterans and military servicemembers and their respective families. In subsequent years, at least twenty-five percent of the proceeds described in this subsection shall be used to fund capital facilities and regional health and human services that promote housing stability for veterans and military servicemembers and their respective families;
- 2. One third of those proceeds shall be used to plan, provide, administer and evaluate a wide range of regional health and human services and capital facilities for

seniors and their caregivers and to promote healthy aging in King County. In this levy's first year, at least fifty percent of the proceeds described in this subsection shall be used to fund capital facilities and regional health and human services that promote housing stability for seniors. In subsequent years, at least twenty-five percent of the proceeds described in this subsection shall be used to fund capital facilities and regional health and human services that promote housing stability for seniors; and

- 3. One third of those proceeds shall be used to plan, provide, administer and evaluate a wide range of regional health and human services and capital facilities for vulnerable populations. In this levy's first year, at least fifty percent of the proceeds described in this subsection shall be used to fund capital facilities and regional health and human services that promote housing stability for vulnerable populations. In subsequent years, at least twenty-five percent of the proceeds described in this subsection shall be used to fund capital facilities and regional health and human services that promote housing stability for vulnerable populations.
- B. Of the levy proceeds annually reserved in subsection A. of this section, the county council may by ordinance authorize the expenditure of those levy proceeds to reduce the levy's impact on metropolitan park districts and fire districts to the extent their levies may be pro-rationed as mandated by RCW 84.52.010 and to the extent the prorationing was caused solely by this levy. Metropolitan park districts and fire districts shall use any moneys received under authority of this subsection B. to fund within their districts regional health and human services for veterans and military servicemembers and their respective families, seniors and their caregivers, and vulnerable populations.
 - C. In the last year of the levy, any reserved levy proceeds not disbursed as

authorized in subsection B. of this section shall be divided in thirds and one third expended for each of the purposes set forth in subsection A.1. through 3. of this section.

SECTION 5. Call for special election. In accordance with RCW 29A.04.321, the King County council hereby calls for a special election to be held in conjunction with the general election on November 7, 2017, to consider a proposition authorizing a regular property tax levy for the purposes described in this ordinance. The King County director of elections shall cause notice to be given of this ordinance in accordance with the state constitution and general law and to submit to the qualified electors of the county, at the said special county election, the proposition hereinafter set forth. The clerk of the council shall certify that proposition to the director of elections in substantially the following form, with such additions, deletions or modifications as may be required for the proposition listed below by the prosecuting attorney:

PROPOSITION_____; The King County Council has passed Ordinance ______ concerning funding for veterans, seniors, and vulnerable populations. If approved, this proposition would replace an expiring levy and fund capital facilities and regional health and human services for veterans and military servicemembers and their respective families, seniors and their caregivers, and vulnerable populations, including domestic violence survivors and persons with disabilities. It would authorize King County to levy an additional property tax for six years beginning in 2018 at a rate of \$0.12 per \$1,000 of assessed valuation, the 2018 levy amount being the base for subsequent annual increases of up to 3%.

387 Should this proposition be: Approved? __ 388 Rejected? 389 **SECTION** 6. **Governance**. 390 A. No later than August 23, 2017, the executive shall develop and transmit a plan 391 for council review and approval by ordinance to create and prescribe the composition and 392 393 duties of a board or boards to provide oversight of the expenditure of the proceeds described in section 4.A. of this ordinance. The creation of the board or boards shall be 394 contingent upon voter approval of the ballot proposition described in section 5 of this 395 396 ordinance. B. The board or boards shall be charged to oversee the distribution of levy 397 proceeds consistent with section 4 of this ordinance and to report annually to the 398 executive and council on the fiscal and performance management of the levy. The plan 399 may describe additional matters on which the board or boards are empowered to provide 400 401 advice to the executive and county council. 402 C. The proposed ordinance required by this section may be combined with the proposed ordinance required by section 7.A. of this ordinance. 403 404 **SECTION 7. Implementation planning.** A. No later than August 23, 2017, the executive shall transmit for council review 405 and approval by ordinance a proposed transition plan for the veterans, seniors and human 406 services levy. The proposed transition plan shall describe how, contingent upon voter 407 approval of the ballot proposition described in section 5 of this ordinance, proceeds from 408 409 first year of the veterans, seniors and human services levy would fund accomplishment of

the following tasks:

- 1. The transition plan shall propose a recommended course of action that would minimize service discontinuity for veterans and military servicemembers and their respective families and other individuals and families in need during the transition between the veterans and human services levy and the veterans, seniors and human services levy;
- 2. The transition plan shall propose any new staffing and planning activities required to plan for and administer the veterans, seniors and human services levy until the implementation plan required in subsection 7.B. of this ordinance is enacted and procured; and
- 3. The transition plan shall propose a plan for of the portion of veterans, seniors and human services first-year proceeds required in subsections 4.A.1. through 3. of this ordinance to fund capital facilities and regional and human services that promote housing stability for veterans, seniors and vulnerable populations.
- B. Contingent upon voter approval of the ballot proposition described in section 5 of this ordinance and no later than March 16, 2018, the executive shall transmit an implementation plan for the veterans, seniors and human services levy for council review and adoption by ordinance. The implementation plan shall describe the expenditure of levy proceeds to achieve outcomes related to healthy living, housing stability, financial stability, social engagement, service system improvement and service system access for veterans and military servicemembers and their respective families, seniors and their caregivers and vulnerable populations, consistent with the eligible expenditures described in section 4 of this ordinance.

433	SECTION 8. Ratification. Certi	fication of the proposition by the clerk of the	
434	county council to the director of elections	in accordance with law before the general	
435	election on November 7, 2017, and any other act consistent with the authority and before		
436	the effective date of this ordinance are hereby ratified and confirmed.		
437	SECTION 9. Severability. If any	y provision of this ordinance or its application to	
438	any person or circumstance is held invalid, the remainder of the ordinance or the		
439	application of the provision to other persons or circumstances is not affected.		
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		KING COUNTY COUNCIL KING COUNTY, WASHINGTON	
		J. Joseph McDermott, Chair	
	ATTEST:	3. Joseph McDefinott, Chan	
		_	
	Melani Pedroza, Clerk of the Council		
	APPROVED this day of		
		Dow Constantine, County Executive	

Attachments: A. Veterans, Seniors and Human Services Levy Blueprint Report.