



King County

**Metropolitan King County Council
Budget and Fiscal Management Committee**

AGENDA ITEM:	<u>4</u>	DATE:	<u>October 2, 2013</u>
PROPOSED No.:	<u>2013-B0140</u>	PREPARED BY:	<u>Mike Reed, Amy Tsai</u>

STAFF REPORT

SUBJECT: Discussion of Equity and Social Justice in the 2014 county budget process.

SUMMARY:

Today's briefing is on Equity and Social Justice (ESJ) in the county's budget process. Council staff will describe the ESJ momentum that has brought the County to this point and how the work will be carried forward by Council staff in the 2014 budget analysis process. The Director of the Office of Performance Strategy & Budget (PSB) will describe how elements of ESJ have been interwoven into the Executive's 2014 Proposed Budget and provide examples of ESJ impacts in the proposed budget.

The 2014 budget process represents a milestone in which ESJ is addressed in a distinct policy report for the first time, and in which ESJ efforts guided considerations in the Executive's proposed budget and were specifically highlighted in the Executive's budget address.

BACKGROUND:

In a briefing on June 4, 2013, Council staff and the PSB Director described the approach to considering ESJ during the 2014 budget process. This briefing explains the legislative branch ESJ analysis approach for the upcoming budget session and provides an overview of ESJ elements in the Executive's Proposed Budget for 2014.

Equity and Social Justice Legislation

Five years ago, then-Executive Ron Sims started an **Equity and Social Justice Initiative**, arising out of concerns about large disparities in local neighborhood conditions such as levels of crime, educational services, health status, and economic opportunities. Since that time, the County has steadily incorporated ESJ principles into its strategic planning and in other related pieces of legislation.

The King County Strategic Plan for 2010-2014 (Ordinance 16897) articulates the “fair and just” guiding principle,¹ which embodies the value placed by the county on serving all residents of King County "by promoting fairness and opportunity and eliminating inequities." Additionally, the **Council Strategic Plan for 2011-2015** (Motion 13442) further emphasizes the value of equity in providing all people with a good quality of life.

Via the **ESJ Ordinance** (Ordinance 16948) adopted in October 2010, the Council established specific direction on the approach to equity and social justice in King County (see Attachment 1 to this briefing). Among other things, each year each branches' departments and agencies develop an **annual ESJ work plan**. The Council's 2013 ESJ Work Plan (Motion 13887) calls for an equity lens to be applied during the budget process (see Attachment 2). PSB's 2013 ESJ Work Plan likewise expresses a commitment to identifying potential ESJ impacts of budget proposals (see Attachment 3).

A key policy in the ESJ Ordinance calls for the County to "consider equity and social justice impacts in all decision-making so that decisions increase fairness and opportunity for all people, particularly for people of color, low-income communities and people with limited English proficiency or, when decisions that have a negative impact on fairness and opportunity are unavoidable, steps are implemented that mitigate the negative impacts." Furthermore, the Executive should endeavor to integrate ESJ practices into the county's strategic, operational and business plans, management and reporting systems for accountability and performance, and budgets.

ESJ issues permeate all functions of government. As noted in the ESJ Ordinance, conditions that affect equity in the lives of residents include economic development, public safety, law and justice, early childhood development, education, food systems, health and human services, healthy and natural environments, housing, jobs, neighborhoods, parks, and transportation. The budget affects all of these issues and is therefore a potentially powerful tool for affecting equity and social justice among the County's residents.

The Changing Demographics of King County

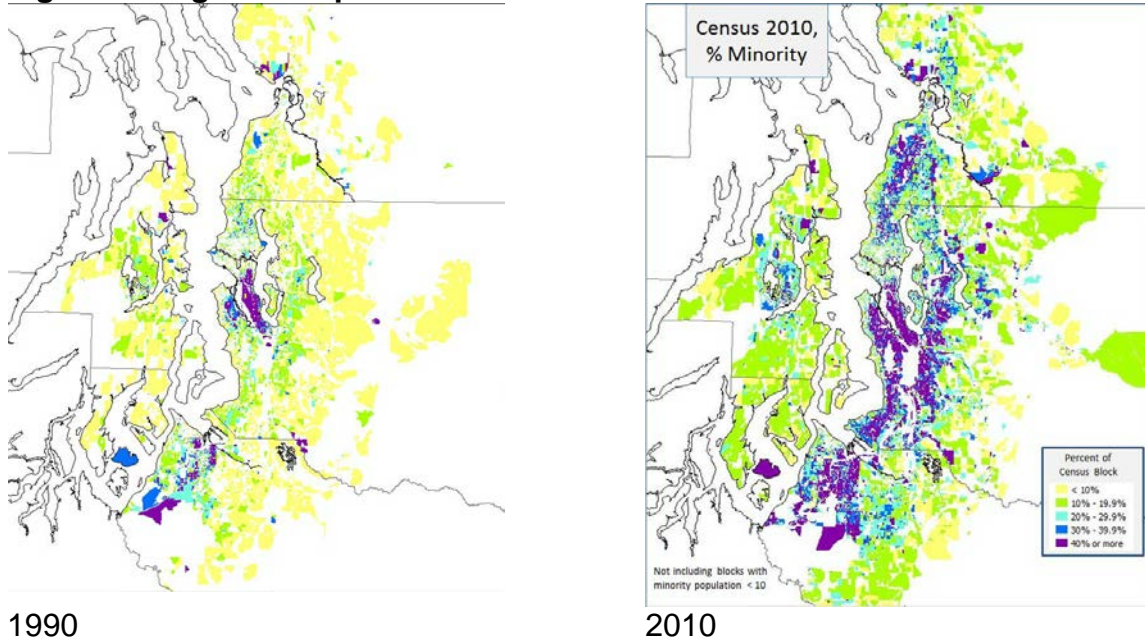
The ESJ ordinance specifically calls attention to people of color, low income communities, and people with limited English proficiency. These populations are more likely to face barriers to equity and opportunities, and their populations are on the rise in King County. Data from the County Demographer show that neighborhoods have changed significantly over the past 20 years.

People of Color

¹ The Countywide Strategic Plan identifies seven guiding principles that reflect county values in achieving the countywide vision of "a diverse and dynamic community with a healthy economy and environment where all people and businesses have the opportunity to thrive." They include being collaborative, service-oriented, results-focused, accountable, innovative, professional, and fair and just.

Over the last 20 years, the population has become increasingly diverse. The figures below show regional populations from 1990 to 2010. Dark areas denote city blocks with more than 40 percent persons of color.

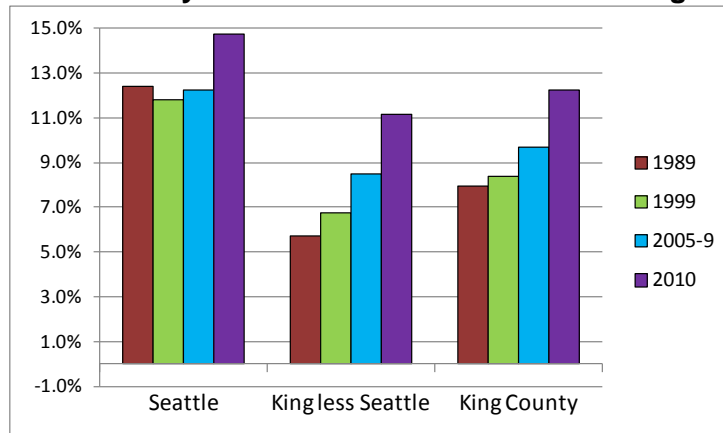
Figure 1. Regional Population 1990 to 2010



Low Income Communities

Since 1990, the number of King County's poorest residents has grown in suburbs, while remaining relatively stable in Seattle.

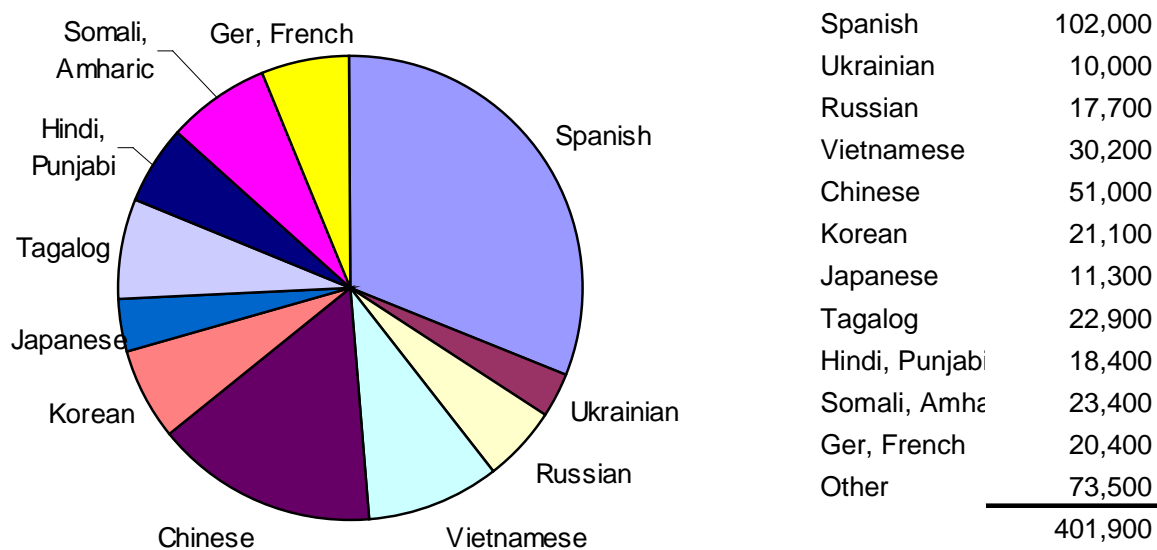
Figure 2. Poverty rates over time in Seattle and King County



English Proficiency

King County residents speak over 120 different languages.

Figure 3. Major Languages spoken in King County



ESJ Lens in Legislative Budget Review

Change Item Analysis

Executive budget instructions for departments for the 2014 budget directed agencies to "describe the potential impact on low-income communities, communities of color, or communities with limited English proficiency relative to other groups for each proposed budget change for 2014." The instructions also included directions for analyzing the possible impacts, groups affected, alternatives, or mitigation strategies.

As reported in the June 4 BFM briefing on ESJ in the 2014 budget, Council analysts will use a uniform analytical framework as they identify, consider and evaluate the potential ESJ impacts from each proposed budget change. The analysis draws upon the information provided by each department for change items, but is also expected to look beyond the departmental narratives for any additional underlying ESJ issues. This should provide a basis for Council discussions regarding ESJ during the budget process and promote a consistent approach by all Council analysts.

Key elements of the tool include 1) screening of each policy change item for ESJ impacts; 2) initial assessment and further analysis of change items that have ESJ impacts; and 3) engagement with the budget panel or lead staff on the need for budget options or proviso proposals regarding the change item. The tool is attached as Attachment 4 to this staff report.

Larger ESJ impacts identified for specific departments or appropriation units in the Executive's Proposed Budget will be addressed in their respective staff reports. In

addition, ESJ issues identified by Council staff across the entire budget will be consolidated in a dedicated ESJ staff report during reconciliation (see below).

Big Picture ESJ Analysis

During the reconciliation panel, Council staff will present a staff report on ESJ that addresses the comprehensive impact of Equity and Social Justice issues on the 2014 budget. The goal of the ESJ policy report is to summarize larger and cross-cutting impacts of the budget proposal on Equity and Social Justice concerns.

Specifically, the staff report will consolidate the ESJ impacts associated with each proposed budget change item identified by Council staff from the ESJ budget tool, as well as incorporating analysis of the ESJ themes presented by the Executive in his proposed 2014 budget.

Biennial Budgets

It is important to recognize that much of the County's budget is now biennial, so no budget review process will occur for many appropriation units for 2014.

Looking ahead, having the entire County budget on a biennial basis will create more opportunity for the ESJ lens to be applied to a wider range of County programs. Budget development and review will occur every other year, which will allow agency, Executive, and Council staff to do more detailed analysis of planning, policy, and performance issues in the alternate year, including ESJ analysis.

ESJ in the Executive's Proposed Budget

For the first time, the Executive's Proposed Budget included a section dedicated to ESJ. That section is included as Attachment 5 to this staff report; some elements of that report are summarized below.

The Executive budget process incorporated the following specific efforts to integrate ESJ into planning and decision-making:

- Review of ESJ impacts and discussions from the 2013/2014 budget process.
- Review of department ESJ commitments.
- Collaboration across and within departments to hold ESJ conversations throughout the budget process. These new conversations have often included not only finance staff, but program staff and members of the ESJ Inter-branch team.
- Completion of a new ESJ analysis template. This tool provided additional opportunity for in-depth thinking about decision packages for changes to the budget, as well as analysis of base operations and budget.

- All budget briefings with Executive Constantine included more information about ESJ impacts in the briefing documents, as well as preparation to answer equity-related questions that arose from the Executive or his staff.

Proposals arising out of this process touch on determinants of equity such as equitable access to the justice system, county treatment of employees, and health and human services. Some of the examples noted by the Executive include the following (more can be found in the ESJ section of the Executive's Proposed Budget, Attachment 5 to this staff report):

- *Department of Public Defense* – Proposed elimination of a \$25 screening fee for defendants screened for public defense, about 90 percent of whom are found to be indigent and unable to pay for their legal defense.
- *Adult Detention Line of Business* – Proposed Recidivism Reduction and Reentry Coordinator to perform a system-wide analysis of the multiple, independent recidivism and reentry efforts in eight different County agencies, in order to better connect jail inmates with services and reduce future involvement with the criminal justice system. In addition, the coordinator would help to identify culturally appropriate and effective strategies to reduce disproportionality in the jail population.
- *Human Resources Division (HRD) Training and Staff* - Proposed addition of staff dedicated to coordinating diversity trainings to address the county's ESJ goals and ensure equity in the treatment of employees. HRD is integrating ESJ principles into employee training to increase awareness of micro-inequities and the role of managers and supervisors to address those behaviors.
- *Department of Community and Human Services WorkSource Renton* - Proposed General Fund transfer to the Employment and Education Resources Fund for programs that provide education, training and employment services for many King County youth and adults who are low income, justice involved, homeless, and limited English speakers.

Looking to the future, as noted by the Executive, much work is still needed to address the root causes of inequities and determine culturally appropriate and effective measures to improve access and opportunity. PSB plans to improve its approach to using an equity lens for budgets each year. In future years, PSB will work with departments and agencies to broaden ESJ analysis beyond transactional budget changes by including analysis of ESJ impacts in base operations and budgets.

INVITED:

- Dwight Dively, Director, Office of Performance, Strategy and Budget
- Jonathan Swift, Deputy Director, Office of Performance, Strategy and Budget

ATTACHMENTS:

1. ESJ Ordinance 16948
2. 2013 Legislative Branch ESJ Work Plan (Motion 13887)
3. 2013 PSB ESJ Work Plan
4. ESJ Budget Evaluation Tool for Council staff
5. 2014 Executive Proposed Budget, ESJ section

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KING COUNTY

Signature Report

October 1, 2013

Ordinance 16948

ATTACHMENT 1
1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Proposed No. 2010-0509.2

Sponsors Gossett, Phillips, Patterson,
Ferguson, Hague, Drago and Dunn

1 AN ORDINANCE establishing definitions and directing
2 implementation steps related to the fair and just principle of
3 the adopted 2010-2014 countywide strategic plan.

4 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

5 SECTION 1. Through adoption of the King County Strategic Plan 2010-2014:

6 Working Together for One King County, King County has transformed its work on
7 equity and social justice from an initiative to an integrated effort that applies the
8 countywide strategic plan's principle of "fair and just" intentionally in all the county does
9 in order to achieve equitable opportunities for all people and communities. This
10 ordinance establishes definitions and indentifies the specific approaches necessary to
11 implement and achieve the "fair and just" principle that is embedded as a core element of
12 the goals, objectives and strategies of the countywide strategic plan.

13 SECTION 2. The definitions in this section apply throughout this ordinance
14 unless the context clearly requires otherwise.

15 A. "Community" means a group of people who share some or all of the
16 following: geographic boundaries, sense of membership, culture, language, common
17 norms and interests.

18 B. "Determinants of equity" means the social, economic, geographic, political
19 and physical environment conditions in which people in our county are born, grow, live,

20 work and age that lead to the creation of a fair and just society. Access to the
21 determinants of equity is necessary to have equity for all people regardless of race, class,
22 gender or language spoken. Inequities are created when barriers exist that prevent
23 individuals and communities from accessing these conditions and reaching their full
24 potential. The determinants of equity are:

25 1. Community economic development that supports local ownership of assets,
26 including homes and businesses, and assures fair access for all to business development
27 and business retention opportunities;

28 2. Community and public safety that includes services such as fire, police,
29 emergency medical services and code enforcement that are responsive to all residents so
30 that everyone feels safe to live, work and play in any neighborhood of King County;

31 3. A law and justice system that provides equitable access and fair treatment for
32 all;

33 4. Early childhood development that supports nurturing relationships, high-
34 quality affordable child care and early learning opportunities that promote optimal early
35 childhood development and school readiness for all children;

36 5. Education that is high quality and culturally appropriate and allows each
37 student to reach his or her full learning and career potential;

38 6. Equity in county practices that eliminates all forms of discrimination in
39 county activities in order to provide fair treatment for all employees, contractors, clients,
40 community partners, residents and others who interact with King County;

41 7. Food systems that support local food production and provide access to
42 affordable, healthy, and culturally appropriate foods for all people;

43 8. Health and human services that are high quality, affordable and culturally
44 appropriate and support the optimal well-being of all people;

45 9. Healthy built and natural environments for all people that include mixes of
46 land use that support: jobs, housing, amenities and services; trees and forest canopy; and
47 clean air, water, soil and sediment;

48 10. Housing for all people that is safe, affordable, high quality and healthy;

49 11. Job training and jobs that provide all residents with the knowledge and skills
50 to compete in a diverse workforce and with the ability to make sufficient income for the
51 purchase of basic necessities to support them and their families;

52 12. Neighborhoods that support all communities and individuals through strong
53 social networks, trust among neighbors and the ability to work together to achieve
54 common goals that improve the quality of life for everyone in the neighborhood;

55 13. Parks and natural resources that provide access for all people to safe, clean
56 and quality outdoor spaces, facilities and activities that appeal to the interests of all
57 communities; and

58 14. Transportation that provides everyone with safe, efficient, affordable,
59 convenient and reliable mobility options including public transit, walking, car pooling
60 and biking.

61 C. "Equity" means all people have full and equal access to opportunities that
62 enable them to attain their full potential.

63 D. "Equity and social justice foundational practices" means those practices that
64 can increase the county's influence on access to the determinants of equity when applied
65 to the county's actions in: siting and delivery of services; policy development and

66 decision making; education and communication within county government; and
67 community engagement and partnerships. Equity and social justice foundational
68 practices are goals for all governmental actions; across countywide strategic plan goals,
69 objectives and strategies; and across agencies, programs and services. The equity and
70 social justice foundational practices are efforts that enable King County government to:

- 71 1. Raise and sustain the visibility of the countywide strategic plan's "fair and
72 just" principle and equity and social justice values, policies and foundational practices;
- 73 2. Increase focus on the determinants of equity in order to make progress in the
74 elimination of the root cause of inequities;
- 75 3. Consider equity and social justice impacts in all decision-making so that
76 decisions increase fairness and opportunity for all people, particularly for people of color,
77 low-income communities and people with limited English proficiency or, when decisions
78 that have a negative impact on fairness and opportunity are unavoidable, steps are
79 implemented that mitigate the negative impacts;
- 80 4. Foster an organizational culture that promotes fairness and opportunity;
- 81 5. Collaborate across agencies, departments and other organizations;
- 82 6. Build capacity to engage all communities in a manner that: promotes and
83 foster trust among people across geographic, race, class and gender lines; results in more
84 effective policies, processes and services; and supports communities' efforts to develop
85 solutions.

86 F. "Fair and just" means the county serves all residents by promoting fairness and
87 opportunity and eliminating inequities through actions to which equity and social justice
88 foundational practices are applied.

89 G. "Inequity" means differences in well-being that disadvantage one individual or
90 group in favor of another. These differences are systematic, patterned and unfair and can
91 be changed. Inequities are not random; they are caused by past and current decisions,
92 systems of power and privilege, policies and the implementation of those policies.

93 H. "Social justice" means all aspects of justice, including legal, political and
94 economic, and requires the fair distribution of public goods, institutional resources and
95 life opportunities for all people.

96 SECTION 3. To achieve the fair and just principle embedded within the
97 countywide strategic plan goals, objectives and strategies, the executive shall:

98 A. Apply equity and social justice foundational practices to county actions and
99 endeavor to integrate these practices into the county's: strategic, operational and business
100 plans; management and reporting systems for accountability and performance; and
101 budgets in order to eliminate inequities and create opportunities for all people and
102 communities;

103 B. Establish an interbranch team to facilitate accountability of and coordination
104 by all branches, departments, agencies, and offices of county government regarding
105 implementation of the fair and just principle of the countywide strategic plan. The
106 executive shall designate a department or agency to colead the effort. The interbranch
107 team shall be composed of the directors or their designees of all branches, departments,
108 agencies and offices of county government. The interbranch team shall support the
109 county's application of equity and social justice foundational practices through:

110 1. Development of analytical tools to support all branches' departments and
111 agencies in identifying the equity impacts of policies and decisions and ways in which to
112 amplify positive impacts and mitigate negative impacts;

113 2. Development of guidelines which can be implemented across all branches'
114 departments and agencies for outreach, communication and community engagement to
115 improve the scope and effectiveness of county efforts to ensure that all communities
116 receive information and have the opportunity to shape county policies and services;

117 3. Identifying focus areas and supporting the development of policies and
118 actions that improve fairness and opportunity in county government organizational
119 practices, including all employment practices such as hiring, training, retention and
120 promotion and business practices such as contracting, procurement and grant writing;

121 4. Providing a forum for exchange of information and identification of
122 opportunities for collaboration across branches' departments and agencies on equity and
123 social justice foundational practices; and

124 5. Supporting the identification of annual work plans by branches' departments
125 and agencies on application of equity and social justice practices, including the items
126 listed in subsection B.1. through 5. of this section; and

127 C. Design and publish an annual report for King County elected leadership,
128 employees and the public on the status and trends in equity in the county and measures of
129 accountability for work plans and results related to implementation of this ordinance.

130 SECTION 4. It is the intent of the council that this ordinance is a general
131 statement of county policy that cannot form the basis of a private right of action.
132

Ordinance 16948 was introduced on 9/13/2010 and passed by the Metropolitan King
County Council on 10/11/2010, by the following vote:

Yes: 9 - Ms. Drago, Mr. Phillips, Mr. von Reichbauer, Mr. Gossett,
Ms. Hague, Ms. Patterson, Ms. Lambert, Mr. Ferguson and Mr. Dunn
No: 0
Excused: 0

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Larry Gossett, Chair

ATTEST:

Anne Noris, Clerk of the Council

APPROVED this ____ day of _____, _____.

Dow Constantine, County Executive

Attachments: None

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KING COUNTY

Signature Report

April 15, 2013

Motion 13887

Proposed No. 2013-0160.1

Sponsors Gossett, Patterson and Lambert

1 A MOTION adopting the council's equity and social justice
2 work plan for 2013.

3 WHEREAS, in July 2010, the King County council adopted the 2010-2014 King
4 County strategic plan with a "fair and just" guiding principle to serve all residents of
5 King County by promoting fairness and opportunity and eliminating inequalities; and

6 WHEREAS, the strategic plan followed action by then-King County executive
7 Ron Sims to initiate an equity and social justice initiative, noting that while many of our
8 communities are thriving, there are still neighborhoods with high crime, poor education,
9 poor health and little economic opportunity, and

10 WHEREAS, in October 2010, the council approved Ordinance 16948 defining
11 how the county intends to prioritize and address equity and social justice in county
12 government, and creating an interbranch team to coordinate these countywide efforts;

13 WHEREAS, in May 2012, the council adopted its first equity and social justice
14 work plan intended to address the values of equity and social justice within the legislative
15 branch, and

16 WHEREAS, under the provisions of that 2012 equity and social justice work plan,
17 the council has undertaken a number of initiatives to emphasize its commitment to the
18 values of equity and social justice, and

19 WHEREAS, among these initiatives are: a brown-bag lunch series featuring
20 speakers and informational presentations; the formation of a legislative equity and social
21 justice team allowing for the participation of legislative branch agencies in reviewing and
22 originating equity and social justice initiatives and sharing equity and social justice
23 successes and challenges; and a well-attended potluck celebrating the diverse legislative
24 branch community, and

25 WHEREAS, the equity and social justice interbranch team, created under council
26 direction by Ordinance 16948, has provided guidance in the preparation of equity and
27 social justice work plans for all departments and interbranch agencies as directed in that
28 ordinance, and

29 WHEREAS, the objectives of the work plan, pursuant to interbranch team
30 guidance, are to include:

- 31 1. Consideration of equity impacts in decision-making;
- 32 2. Building community trust and capacity, improving customer service and robust
33 civic engagement; and
- 34 3. Promoting fairness and opportunity in county government practices, and

35 WHEREAS, the intent of the proposed 2013 equity and social justice work plan
36 of the legislative branch is to address the guidance of the interbranch team in preparation
37 of the work plan, utilizing strategies such as supporting the application of an equity lens
38 during the council's budget review process, creating inclusive and accessible public
39 processes, and engaging legislative branch employees in equity and social justice training
40 opportunities;

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

42 The attached 2013 legislative branch work plan for equity and social justice,
43 Attachment A to this motion, is hereby approved.
44

Motion 13887 was introduced on 4/1/2013 and passed by the Metropolitan King
County Council on 4/15/2013, by the following vote:

Yes: 8 - Mr. von Reichbauer, Mr. Gossett, Ms. Hague, Ms. Patterson,
Ms. Lambert, Mr. Dunn, Mr. McDermott and Mr. Dembowski
No: 0
Excused: 1 - Mr. Phillips

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



Larry Gossett, Chair

ATTEST:



Anne Noris, Clerk of the Council

Attachments: A. 2013 Legislative Equity and Social Justice (ESJ) Work Plan

2013 Legislative Equity and Social Justice (ESJ) Work Plan - 13887

Agency: Legislative Branch

Inter-Branch Team Delegates: Larry Evans, Amy Tsai

Legislative ESJ Staff: Mike Reed, Amy Tsai

Objectives	Description of Commitment(s)
<p><u>Objective 1:</u> Consider equity impacts in all decision-making:</p> <p>Each dept./branch commits to specific policy or program focus areas to apply Equity Impact Review</p>	<ul style="list-style-type: none"> • Develop a structured process to review and evaluate equity impacts of Executive's proposed 2014 Budget. • Apply an equity lens during the budget process. • Support emerging efforts of the Inter-branch Equity and Social Justice Team in health care reform.
<p><u>Objective 2:</u> Build community trust and capacity; Improved customer service; robust civic engagement</p> <p>Each dept./branch commits to areas for application of the community engagement guide</p>	<ul style="list-style-type: none"> • Consider determinants of equity and community engagement tools in efforts to engage the community in civic involvement. • Create inclusive and accessible public processes. • Utilize legislative agency services such as KCTV programming to broadcast ESJ events to engage and educate the community.
<p><u>Objective 3:</u> Promote fairness and opportunity in County government practices</p> <p>a) Internal communications/coordination to raise awareness and visibility of ESJ in communication and within depts./branches at a level appropriate for every employee</p>	<ul style="list-style-type: none"> • Implement regularly occurring internal events to promote awareness and visibility of ESJ within the legislative branch. • Engage legislative branch employees in ESJ training opportunities. • Share ESJ ideas, strategies, successes, difficulties and resources between legislative branch agencies.
<p><u>Objective 3:</u></p> <p>b) Each dept./branch commits to structures and mechanisms to deepen learning and continuous improvement supports to institutionalize equity in all services</p>	<ul style="list-style-type: none"> • Coordinate ESJ efforts with work on the countywide strategic plan.

Equity and Social Justice Inter-Branch Team Work Plan Template
January 1 to December 31, 2013

Agency: Office of Performance, Strategy and Budget

IBT Delegates: Jo Anne Fox, Elissa Benson, Michael Jacobson

Objectives	Description of Commitment(s)	Indicators of Success	Expected completion date(s)
<p>Objective 1: Consider equity impacts in all decision-making:</p> <p>Each dept./branch commits to specific policy or program focus areas to apply Equity Impact Review</p>	<p>Comprehensive Financial Policies: use equity and social justice lens in writing draft policy language</p>	<p>Draft will clearly include ESJ language throughout and indicate thoughtful and thorough consideration of impacts of financial policies on equity and social justice across the county</p>	<p>3rd quarter of 2013</p>
	<p>King County Strategic Plan Measurement (AIMs High project): Continue to publish ESJ breakout data in AIMS High. Goal Teams and others to review ESJ disparities across key metrics. AIMS High to be used to inform IBT's assessment of determinants of equity.</p>	<p>Measurement will include ESJ breakouts (by race/ethnicity, income, and geography) on data whenever possible. Information on ESJ-relevant findings for King County community indicator and performance measure metrics will be provided to leadership.</p>	<p>AIMs High update: June 2013 Goal team review: prior to Sept 2013</p>
	<p>King County Management Model: Goal Planning: In 2013, goal plans are being developed to reflect the "What we deliver goals" in the King County Strategic Plan. Commitment is to use an ESJ lens in the planning process (reviewing ESJ-related data in assessing the problem statement, defining strategies, refining measures, and assigning targets) and including ESJ analysis requirements in the templates and instructions.</p>	<p>Key steps in process included ESJ analysis</p> <p>Final plans reflect ESJ priorities/address ESJ issues, where relevant</p>	<p>September 2013</p>
	<p>King County Management Model: Line of Business pilots: Build ESJ lens into Line of Business planning</p>	<p>Line of Business templates for Strategic Context and Alternative Analysis chapters identify opportunities for agencies to build ESJ lens into line of business planning</p>	<p>3rd quarter of 2013</p>
	<p>King County Management Model: Budget process: Identify potential ESJ impacts of budget proposals.</p>	<p>Summary impacts are included in the Executive proposed budget.</p>	<p>On-going</p>

Objectives	Description of Commitment(s)	Indicators of Success	Expected completion date(s)
	<p>CJ Efficiency Proviso: PSB is lead. Disproportionality analysis will be included as an element in the strategies developed for the five-year plan.</p>	<p>Direct references to ESJ impacts in the strategies.</p>	<p>August 1, 2013</p>
	<p>Continuous Improvement: Build the ESJ lens into Lean event standard work so that ESJ potential is a factor in selecting projects and that Lean projects factor in ESJ potential impacts as they improve processes</p>	<p>Examples of ESJ-related impacts in Lean event results</p>	<p>Ongoing, all year</p>
	<p>Criminal and Juvenile Justice Projects: PSB supports several projects which are intended to improve practices and outcomes for individuals involved in the justice system. In each of these projects, PSB is working with stakeholders to incorporate an ESJ lens in design, decision-making, and implementation. Examples of projects include Pretrial Risk Assessment, Graduated Sanctions, and juvenile warrant reduction.</p>	<p>Documented use of ESJ lens in data collection, decision-making, and implementation.</p> <p>Development and use of measures for tracking ESJ impacts once projects are implemented.</p>	<p>Various</p>
<p>Objective 2: Build community trust and capacity; Improved customer service; robust civic engagement</p> <p>Each dept./branch commits to areas for application of the community engagement guide</p>	<p>King County Management Model: King County Strategic Plan public engagement – Design customized community engagement strategies in collaboration with community leaders/trusted advocates to increase level of engagement in community priority setting</p>	<p>Expand number of targeted CE engagement strategies from 4 events in 2009. Engage larger number of underrepresented communities. Increase the actual number of community participants.</p>	<p>December 2013</p>
	<p>Translation of Key Documents: King County “Budget in Brief” document will be translated into Spanish language and distributed online</p>	<p>Translated document is posted on King County website.</p>	<p>4th quarter 2013</p>
	<p>Demographic and ESJ base maps: Update/refresh existing data for translation or other uses, based on most recent Census American Community Survey data (2007-11). Link to Exec. Order on Translation. Will require coordination between PSB, PH-SKC, KC-GIS staffs.</p>	<p>Base maps are updated and distributed online.</p>	<p>3rd quarter 2013</p>

Objectives	Description of Commitment(s)	Indicators of Success	Expected completion date(s)
<p>Objective 3: Promote fairness and opportunity in County government practices</p> <p>a) Internal communications/coordination to raise awareness and visibility of ESJ in communication and within depts./branches at a level appropriate for every employee</p>	<p>Continuous improvement: Have facilitator training cohorts and Kaizen teams reflect King County employee makeup</p>	<p>The diversity of Lean practitioners aligns with the diversity of King County employees</p>	<p>Ongoing, all year</p>
<p>Objective 3:</p> <p>b) Each dept./branch commits to structures and mechanisms to deepen learning and continuous improvement supports to institutionalize equity in all services</p>	<p>PSB Office Culture: facilitate discussions with PSB staff on the role that PSB can play in consideration of ESJ principles in decision-making</p>	<p>PSB staff develop long-term plan for PSB's long-term ESJ efforts; mid-year check-in with management regarding progress made on 2013 commitments</p>	<p>3rd quarter 2013</p>
	<p>PSB Office Culture: provide training on racism and equity issues and encourage all PSB staff to participate</p>	<p>Training is offered to all PSB staff</p>	<p>Ongoing, all year</p>
	<p>PSB Office Culture: facilitate on-going discussions with PSB staff on racism and equity issues</p>	<p>Facilitate quarterly discussions with PSB staff</p>	<p>Ongoing, all year</p>
	<p>PSB Hiring Practices: review current hiring practices and develop strategy for increasing diversity of staff</p>	<p>Develop PSB hiring practices strategy</p>	<p>2nd quarter of 2013</p>
	<p>PSB Performance Review: PSB will include ESJ-related goals for mgmt performance reviews</p>	<p>ESJ goals in performance review forms</p>	<p>End of 2013</p>

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TEMPLATE: 2014 Budget

Equity and Social Justice Budget Evaluation Tool

Steps	Review Process—for each Policy Change Item¹
<u>Step 1: SCREEN</u>	<ol style="list-style-type: none"> 1. Does the change item have noteworthy Equity and Social Justice implications? <ol style="list-style-type: none"> a. Does the proposal disproportionately impact historically underserved populations, such as people of color, low-income communities and people with limited English proficiency? Are there disproportionate impacts across geographic (e.g., rural), race, class or gender lines? b. If no, go no further with analysis for that change item. c. If yes, go to next level of review and apprise the ESJ central staffer that your budget has an ESJ component so that it can be entered into the ESJ Tracker.
<u>Step 2: ASSESSMENT OF EXECUTIVE PROPOSAL</u>	<ol style="list-style-type: none"> 2. For those items judged appropriate for further review, evaluate the proposal for the following: <ol style="list-style-type: none"> a. What is the degree of impact on the traditionally underserved community (major, modest, minor)? b. How well did the Executive identify groups that are positively/negatively affected? <ol style="list-style-type: none"> 1. What outreach efforts were made to engage those groups? 2. Were these efforts sufficient? Were agency outreach protocols followed? c. How well did the Executive analyze the nature of the impact to these groups, and the ways in which they are disproportionately impacted by the proposal? d. How well did the Executive identify alternative approaches that may mitigate impacts? e. How well did the Executive address the impact in the context of the budget constraints faced by the agency?
<u>Step 3: FURTHER POLICY ANALYSIS</u>	<ol style="list-style-type: none"> 3. Conduct further analysis of any shortcomings or strengths you identified in the Executive's proposal.
<u>Step 4: NEXT STEPS</u>	<ol style="list-style-type: none"> 4. Seek and respond to feedback from Budget Panel or Lead on whether to develop budget options or proviso proposals as appropriate.

¹ ESJ screening should be done for each change item contained in the Executive's Proposed Budget book.

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EQUITY AND SOCIAL JUSTICE

INTRODUCTION

This chapter on Equity and Social Justice (ESJ), expanded for the 2014 Proposed Budget, is an important reflection of ongoing efforts to address issues of equity and social justice through many small improvements and better integration into the County's work. By working collaboratively and at all levels of government, King County can achieve its vision of equitable opportunities for all people. This document provides background on the integration of equity and social justice considerations into King County budgeting and business planning, information about how PSB applied an equity lens in budget work this year, and examples of the results of this work.

While the "fair and just" equity lens was applied in developing last year's 2013/2014 Proposed Budget, Executive Constantine specifically requested more focus and attention on equity and social justice considerations for the 2014 budget process. Both he and County Council Chair Larry Gossett met with PSB analysts to share their interest and intent in using an equity lens in making budget decisions in collaboration with Department and agency staff. In addition, the King County Council will be expanding its focus and understanding of ESJ in County operations and budget and Council staff will be using its own process and tool to review this analysis.

King County Government's Response to Changing Demographics and Inequities

King County's population is increasing in racial and language diversity, particularly among children and youth. In 1980, 13 percent of the County's population was made up of people of color; by 2010, the number increased to 35 percent of the population. Over 170 languages are spoken in King County.

Also, there are increased differences in income in King County, and the differences are highly correlated to geographic place. When comparing the 10 zip codes with the highest household incomes to the 10 zip codes with the lowest household incomes, there is more than a \$100,000 difference in median household income within King County.¹

While there has been progress in prosperity for the County as a whole, differences in opportunities and well-being between and within communities have persisted over time and in some cases they have increased. In King County, people of color, low income residents and people with limited English proficiency are more likely to experience racism, underemployment, low educational attainment, poor health outcomes, incarceration, and loss of opportunity.

King County, with its resources and access to various communities, has an opportunity and a responsibility to increase fairness and equity in how those resources are allocated and in the service of all communities. The King County Strategic Plan (KCSP) includes as one of its guiding principles "Fair and Just: We serve all residents of King County by promoting fairness and opportunity and eliminating inequities." Through the implementation of the KCSP, King County is transforming its work on equity

¹ Highest 10 zip codes=\$139,444 median income; lowest 10 zip codes=\$38,571 median income. Please see the forthcoming 2013 Equity and Social Justice Annual Report for more information.

and social justice from an initiative to an integrated effort that applies the “fair and just” principle intentionally in all the County does, from policy and decision-making (including budgets), to organizational practices (like hiring) and community engagement.

In October of 2010, the County Council adopted Ordinance 16948, establishing common definitions and directing implementation steps to achieve the “fair and just” principle. This ordinance calls for the integration of equity and social justice practices into the county's decision-making, including: strategic, operational and business planning; management and reporting systems for accountability and performance; and budgeting.

Equity and Social Justice Context and Background

King County’s ESJ Ordinance directs us to consider equity and social justice impacts in all decision-making to increase fairness and opportunity for all people, particularly for people of color, low-income communities, and people with limited English proficiencies. This key foundational practice is typically referred to as “using an equity lens.”

In order to develop a common language for describing the conditions that affect equity and to specify the areas for increasing opportunity, the ESJ Ordinance identified 14 determinants of equity. These determinants are the social, economic, geographic, political and physical conditions in which people in our county live, learn, work and play and that are the basis for a fair and just society. King County government has direct influence on some conditions of equity such as an equitable law and justice system and safe, efficient transportation. Other conditions, such as quality education, require partnerships with community-based organizations and other jurisdictions at the local, state and federal levels to assure fairness and opportunity for all people and communities.

The Equity and Social Justice Ordinance also identified practices that can increase the county’s influence on access to the determinants of equity when applied to the county’s actions. These *equity and social justice foundational practices* are goals for all government actions and include the following:

- Raising and sustaining the visibility of the countywide strategic plan’s fair and just principle and equity and social justice values, policies, and practices.
- Increasing focus on the determinants of equity in order to make progress in the elimination of the root cause of inequities.
- Considering equity and social justice impacts in all decision-making so that decisions increase fairness and opportunity for all people, particularly for people of color, low-income communities and people with limited English proficiency. When decisions that have a negative impact on fairness and opportunity are unavoidable, taking steps to mitigate the negative impacts.
- Fostering an organizational culture that promotes fairness and opportunity.
- Collaborating across agencies, departments and other organizations.
- Building capacity to engage all communities in a manner that promotes and fosters trust among people across geographic, race, class, and gender lines. This includes supporting communities’ efforts to develop solutions.

A key directive from the ordinance is to apply these foundational practices in business planning and in budgeting. The County, both centrally and across various agencies, has worked to integrate the Fair and Just Principle into its operations and service provision in meaningful ways, but there is still much opportunity to advance this work, especially around the budget decision-making process. PSB has continued to progress in its efforts to improve the use of an equity lens in decision-making. This transformational work is made up of many small steps that will contribute to the ultimate outcome of the County's ESJ work: that all people and businesses in King County have the opportunity to thrive.

Equity and Social Justice in PSB's 2014 Budget Process

PSB incorporated the following specific efforts to integrate ESJ into this year's budget process:

- Review of ESJ impacts and discussions from the 2013/2014 budget process.
- Review of ESJ Department commitments.
- Collaboration across Departments and across Department functions to hold ESJ conversations throughout the budget process. These new conversations have often included not only finance staff, but program staff and members of the ESJ Inter-branch team.
- Completion of a new ESJ analysis template. This tool provided additional opportunity for in-depth thinking about decision packages for changes to the budget, as well as analysis of base operations and budget.
- All budget briefings with Executive Constantine included more information about ESJ impacts in the briefing documents, as well as preparation to answer equity-related questions that arose from the Executive or his staff.

Outside of the budget development process, many PSB analysts (including budget analysts and management) have chosen to participate in regular discussions on race and racism. The discussions use a facilitated format and are led by analysts. They offer an opportunity to discuss equity concerns generally, outside of regular work assignments, and to engage all levels of PSB in how to more consistently and effectively use an equity lens in policy and budget decision-making. PSB hopes these discussions will increase individual and group understanding of how racism and other marginalizing factors can and often do affect equity and service provision.

In sum, PSB is doing work differently this year in order to develop a broader understanding of issues of equity and social justice in the business of King County. Key principles for this work include involving all levels of staff, from leadership to analysts, as well as employing a learning or continuous improvement culture.

Equity and Social Justice Impacts in the 2014 Proposed Budget

The following section highlights specific examples of ESJ considerations in the 2014 King County Budget process and budgetary decisions.

Department of Public Defense

King County's new Department of Public Defense (DPD) evaluated the fee for providing public defense for indigent defense. According to King County Code, DPD must charge all potential clients a \$25 screening fee, with no provision for a waiver. In practice, clients frequently cannot pay this fee, so DPD

issued a promissory note, which could eventually be sent to collections and damage clients' credit. The Proposed Budget will eliminate the screening fee entirely through a code revision. This would positively affect all defendants screened for public defense, about 90 percent of who are found to be indigent and unable to pay for their legal defense. In 2011, 80 percent of the 9,618 clients screened were issued a promissory note, and half of DPD's client's with a promissory note were referred to collections. All defendants who are screened for public defense would be positively affected by this proposal. By definition, these are predominately low-income individuals, a large percentage of who are also people of color.

DPD considered three alternatives: maintain the fee as it currently exists, maintain the fee but add a waiver process, and eliminate the fee. Because of the economic status of the population being screened it is likely that any waiver process would have been used in the vast majority of cases, but implementing a waiver process would have raised its own equity issues. Ultimately, DPD determined that eliminating the fee entirely produced, by far, the most positive ESJ outcomes.

Adult Detention Line of Business

The Adult Detention Line of Business (LoB) identified the need for a Recidivism Reduction and Reentry Coordinator to perform a system-wide analysis of the multiple, independent recidivism and reentry efforts in eight different County agencies and to do a gap analysis. The Proposed Budget includes a Term-Limited Temporary Position (TLT) in the Office of Performance, Strategy and Budget to coordinate this work. Outcomes from this effort are expected to benefit jail inmates through better connection with services to meet the needs of incarcerated individuals so they can reduce future involvement with the criminal justice system. In addition, the coordinator will identify and address unknown or unintended ESJ consequences from current efforts and help to identify culturally appropriate and effective strategies to reduce disproportionality in the jail population.

Human Resources Division Training and Staff

King County's Human Resources Division (HRD) is furthering the Equity and Social Justice priorities as an internal service provider by integrating ESJ principles into employee training to increase awareness of micro-inequities and the role of managers and supervisors to address those behaviors. HRD is expanding investments in Equity and Social Justice by adding staff dedicated to coordinating diversity trainings to address the county's ESJ goals and ensure equity in the treatment of employees.

Public Health Nurse Family Partnership in South King County

The 2014 Proposed Budget provides General Fund backing to maintain two home-visiting Public Health nurse positions on a Nurse Family Partnership (NFP) team in South King County. NFP is an evidence-based 2.5-year intensive home visiting program for first-time, low-income mothers. The program has been successful in engaging and serving a higher percentage of clients shown to be at risk of disproportionate rates of infant mortality and adolescent pregnancy. The NFP client profile includes African American and Native American mothers, as well as Hispanic mothers, and many of those have limited English proficiency. The team contributes to a reduction of disparities in poor birth outcomes and unintended repeat pregnancies in its target populations. The program further helps address disproportionality in the criminal justice system, as children served in the program have fewer arrests than peers who are not served by NFP.

ESJ Opportunity Fund

The Proposed Budget establishes an ESJ Opportunity Fund of \$50,000 in 2014 that will be a resource to support agencies' ESJ-specific training and work to more fully achieve King County's "fair and just" principle. Decisions on award criteria and distribution of the funds will be jointly determined by Human Resources; the Office of Performance, Strategy and Budget, and the ESJ Inter-Branch Team.

Department of Community and Human Services WorkSource Renton

To prevent further reductions in youth and adult workforce development programming, the Proposed Budget provides an additional General Fund transfer to the Employment and Education Resources Fund. These programs provide critical education, training and employment services for many King County youth and adults who are low income, justice involved, homeless, and limited English speakers. Further, analysis indicates that many of our unemployed workers are persons of color.² This funding will support the WorkSource and YouthSource One-Stop Centers in Renton, a location that serves our target population.

Public Health-Seattle & King County

Public Health has a major role in promoting ESJ, especially by reducing health disparities. Because the majority of its programming targets low-income and other historically underserved populations, most of its 2014 decision packages will have ESJ impacts. Many of these marginal changes represent opportunistic pursuit of funding, or loss of funding, rather than purely a policy choice to pursue an ESJ initiative. Some of the funding losses will have significant negative effects on the amount of programming available to address health issues in historically underserved and at-risk populations. Public Health and King County's key challenge is to weigh where limited flexible dollars are best used to reduce public health disparities across a wide range of possible public health programs with different goals and return-on-investment.

Expanded Analysis of Equity and Social Justice Issues in Day-to-Day Operations

There are many examples of improved analysis and increased equity from the work of King County Departments and programs. Please visit the [Equity and Social Justice website](#) to view examples of King County's work in action.

This section includes examples of some of the ways ESJ has been central to decision-making and policies at King County. They provide models for looking in greater depth at integrating ESJ into service delivery and operation in future budget development processes.

Public Health

Public Health - Seattle & King County aims to protect and improve the health and well-being of all people in King County and equity is central to the mission of the department. Public Health employs strategies, policies and interventions to reduce health inequities across all its functions. Equity is woven into budget decision-making, program planning, grant making and seeking, collaborations and engagement of communities, and organizational practices such human resources.

The following are some program-specific example of ESJ efforts:

- The Prevention Section aims to prevent chronic diseases that disproportionately affect low income communities and communities of color, and focuses programmatic efforts on the populations most affected by obesity and tobacco use prevention (by race, income, area of the county, and disease rates). Successes include improved food quality at schools, childcares, senior meal services, and within African American churches, as well as gaining access to farmer's

² Data from the September, 2013 [Bureau of Labor Statistics](#) (BLS) indicates that the unemployment rate for African American individuals is nearly twice that of Whites. Hispanic individuals, who may be of any race, show a higher unemployment rate than Whites (note that there is some overlap in these groups as persons whose ethnicity is Hispanic or Latino may be of any race).

markets for recipients of nutritional and food benefits and assisting with smoke-free policies for low-income housing.

- The Emergency Preparedness Section addresses the communities who are most adversely impacted and often overlooked during emergencies via the Vulnerable Populations Action Team.
- Public Health centers and sites prioritize serving low income populations and communities of color. 90 percent of clients who visited Public Health Centers reported incomes at or below 200 percent of the Federal poverty level. Most of those individuals' incomes were at or below 100 percent of the poverty level. Similarly, significant numbers of people of color are served in the sites. Out of the total client number, nearly 20 percent were Black/African American and 27 percent were Latino/Hispanic.

Local Hazardous Waste Management Program

King County's Local Hazardous Waste Management Program (LHWMP) is a multi-jurisdictional program focuses on reducing public and environmental exposure to hazardous materials.³ LHWMP has trained partner agency staff around topics such as: project management, identifying your audience, cultural competency, Unnatural Causes / health inequities, and Equity and Social Justice principles. In 2013, LHWMP is sponsoring six pilot projects to test the service equity tools. Service equity and community engagement is being intentionally integrated into all the projects and services in the LHWMP program.

Human Resources Division

Countywide efforts led by the Human Resources Division (HRD) will play a major role in addressing the County's ESJ goal of building a more-diverse workforce in 2014 and into the future. HRD will continue to support and coordinate several ESJ initiatives multiple efforts, including the following:

- Provide and promote ESJ-related workshop trainings, including: Micro Aggressions, Cultural Awareness, and Teaching for Inclusion
- Promote and provide monthly ESJ Lunch and Learn panels with facilitated discussions
- Ensure that the Leadership Mentoring Program includes mentors and mentees that represent diverse backgrounds
- Embed ESJ concepts into the "New Employee Orientation" for all new employees.

Emergency Medical Services Vulnerable Populations Strategic Initiative

As part of the Strategic Plan for Emergency Medical Services (EMS) that would be supported by the 6-year EMS-Medic One levy on the November ballot, EMS crafted a multi-year initiative to reduce disparities related to emergency medical services, via changes in dispatch, scene response, aftercare, and the EMS workforce (including an expanding mentorship program). The Initiative includes outreach and engagement with a Community Advisory Board, recruiting key leaders from community-based organizations, and new online training for EMS providers on how to work successfully for vulnerable populations (including individuals with limited English proficiency). The proposed projects will result in improvements in access to health care and efficient use of EMS services for low income and limited English proficiency patients.

³ Public Health-Seattle & King County's Environmental Health Services Division is a key partner in LHWMP.

Criminal Justice

The criminal justice (CJ) system has significant economic, social, and racial inequities. Many of the individuals involved in the criminal justice system are from traditionally under-served communities, including people of color, low-income and homeless persons, mentally ill and chemically addicted populations. Historic and current disproportionate minority confinement in the jails is a recognized issue. Each of King County's CJ agencies is committed to addressing and improving equity and social justice in its work, and incorporates analysis of ESJ in its decision making and business planning. From recruitment efforts for a more diverse workforce to staff ESJ trainings to developing and utilizing alternatives to detention, the CJ agencies are seeking out ways to improve access to services and reduce the disproportionality in the system.

Individual department initiatives and cross agency work give particular focus and consideration to the impacts on persons of color, immigrants and poor populations.

- The Department of Judicial Administration (DJA) will open a partial customer service window during the Clerk's Office lunch hour closure, which is expected to have a positive effect on equity and social justice by increasing the public's access to the justice system.
- A number of the CJ agencies have ongoing efforts to translate essential materials and forms into languages other than English.
- The Uniting for Youth Initiative works to address the needs of youth and families in multiple systems, as well as outreach and training. In addition, the Uniting for Youth Coordinator, formerly a TLT position, will become a full FTE in the 2014 budget – a County commitment to the value of this work.
- There are several efforts to reduce the disproportionate confinement of individuals with minority backgrounds. The Pre-Trial Risk Assessment workgroup has paid special attention to potential disproportionate minority confinement (DMC) impact in developing and implementing this tool to assist courts in pre-trial release decisions. There has been an ongoing workgroup to analyze all aspects of the juvenile justice system for DMC. A new Adult DMC workgroup was formed in 2013 to address the same issues in the adult justice system. This workgroup is a product of the Criminal Justice Council, which also reviews monthly reports and statistics on disproportionality in the jails.

Moving Forward

While there has been increasing attention and work to address equity and social justice issues, much work is still needed to address the root causes of inequities and determine culturally appropriate and effective measures to improve access and opportunity.

PSB will improve its approach to using an equity lens each year. Analysts have already evaluated the process for completing additional ESJ analysis. PSB will incorporate that learning into future budget analysis activities and to improve analytic tools.

PSB is now working with the King County Council and departments to use an equity lens as it updates the King County Strategic Plan and conducts related community engagement. These efforts at the strategic level will also support budget decision making in the next budget cycle.

In future years, PSB will work with departments and agencies to broaden ESJ analysis beyond transactional budget changes by including analysis of ESJ impacts in base operations and budgets. Specifically, we will:

- Identify the determinants of equity that affect, and are impacted by, agency operations
- Recognize the ESJ populations reflected in the agency customer base
- Seek agencies' vision for ESJ in their business and operations

PSB will continue to sustain and improve our organizational culture to nurture respect and foster diversity through monthly discussions and by engaging all levels of the organization in ESJ analysis and learning. PSB is developing an ESJ intern program to provide opportunity for youth and a diverse voice in the organization.

PSB is considering how to more directly communicate the ESJ impacts and considerations for future budget decisions with departments, the King County Council, and County residents. These efforts will contribute to King County's vision to achieve equitable opportunities for all people and communities.