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EQUITY AND  
SOCIAL JUSTICE

### *EQUITY AND SOCIAL JUSTICE*

#### **OVERVIEW**

This chapter on Equity and Social Justice (ESJ) analysis of the 2015/2016 Proposed Budget provides an in-depth review of King County’s wide-ranging efforts to address issues of equity and social justice. Collaboration across all levels of government continues to allow King County to pursue its vision of equitable opportunities for all people. This document explains how the County has expanded its integration of equity and social justice analysis into budgeting and business planning. For the 2015/2016 budget process, PSB and departments extended the ESJ lens into County operations and base budget analysis to better understand ESJ implications of existing practices. Additionally, the equity lens was also incorporated into the County’s Capital Improvement Program (CIP) budget planning, Line of Business Planning, and budget evaluation process.

#### **King County’s Changing Demographics and Inequities**

Since 2000, King County has experienced 11% population growth, virtually all of which has consisted of people of color.<sup>1</sup> This emergent trend in diversity is especially pronounced for children and youth: 47% of children in the county, and 55% of children in South King County under the age of 18, are children of color.<sup>2</sup> More than one out of four residents of the county speaks a language other than English, many with limited English proficiency (LEP), which often creates barriers to opportunities and the capacity to thrive.<sup>3</sup>

Differences in opportunities are also highly correlated to geographic place in King County. Compared to 1990, the poorest residents of King County are now concentrated in the suburbs – poverty rates in the suburbs have nearly doubled since 1990, while remaining relatively stable in Seattle. Between 1999 and 2012, the number of low-income households increased by 49% and the number of high-income households grew by 47%, while the number of middle-income households increased only by 4%.<sup>4</sup>

Although there has been progress in prosperity for the County as a whole, socioeconomic differences in opportunities among and within marginalized communities continue to persist, and in many cases 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.

#### **Equity and Social Justice Context and Background**

In October 2010, King County codified its commitment to achieve more equitable outcomes for all residents by adopting Ordinance 16948 (the Equity and Social Justice (ESJ) Ordinance), which established common definitions and 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.

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.” By implementing the KCSP, the County is strengthening its work on equity and social justice by applying the “fair and just” principle intentionally in all the County does, from policy and decision-making (including budgets), to organizational practices (including hiring and workforce diversity) and community engagement.

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<sup>1</sup> “King County’s Changing Demographics: A View of Our Increasing Diversity” 2014 presentation by King County Demographer, Chandler Felt.

<sup>2</sup> Ibid

<sup>3</sup> Ibid

<sup>4</sup> Ibid.

King County’s ESJ Ordinance directs the county 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.” And 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 identifies 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 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 identifies 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, since the King County budget is one of its most important policy documents. The County has an opportunity and a duty to ensure that resources are allocated in more equitable ways, and in the service of all communities.

### ***EXPANDING THE EQUITY LENS IN THE BUDGET***

#### **Building on Past Successes**

Since early 2011, PSB has been taking steps to ensure that equity is considered throughout the County’s budget process. Teams of PSB analysts and managers have developed tools to help identify the impacts of budget decisions on equity, and trained budget analysts and agency finance managers in the use of these tools. As part of this process, agencies were required to indicate if there was an equity impact associated with each budget change, to describe those impacts, and to propose ways to enhance positive equity impacts or mitigate negative impacts.

For the 2014 budget, the Executive and Council requested a deeper analysis and understanding of equity impacts to inform their decision making. Councilmember Larry Gossett (then Chair of the Council) and Executive Dow Constantine attended a PSB training session to impress upon staff how valuable equity analysis is to their decision-making processes, and how the analysis can lead to more equitable outcomes.

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In the 2014 budget process, PSB provided equity analysis of pertinent budget decisions to the Executive and other decision-makers, including Council staff. Both Executive Office and Council staff and leadership have increasingly relied upon demographic and other equity-related data to inform budget decisions. PSB has continued to build on this past success to inform the development of ESJ analysis tools and budget processes for the 2015-2016 budget development.

The following section highlights specific ways in which PSB and agencies continued to collaboratively integrate ESJ analysis in the budget process.

### **Strengthening the ESJ Lens in Base Budget Analysis**

Since equity issues permeate all functions of government and at all levels, agency operations and delivery of County services can have impacts on traditionally underserved and vulnerable populations that are not reflected in the transactional nature of budget development. To address this in the 2015/2016 budget development process, PSB analysts worked with agencies to develop an understanding of the ESJ landscape of various agencies' work. Specifically, agencies considered the following questions:

- What are the determinants of equity that affect this agency?
- How are ESJ populations reflected in the agency's customer base?
- What is the agency's vision for ESJ in its business/operations?
- Does the agency have budgetary or operational challenges that may have ESJ impacts?

PSB and agencies sought to understand which of the 14 determinants of equity affected their work and how these determinants impact vulnerable populations. Although still at a nascent stage, the following major reflections will guide base budget analysis across all agencies in the future:

- There was considerable effort in connecting agency operations to the determinants of equity, but better understanding has to be developed about how services and operations meaningfully impact those determinants.
- Establishing metrics for each of the determinants can help agencies better understand how their actions are impacting corresponding determinants and provide a framework for accountability. However, current data systems for many county functions have insufficient demographic data that is necessary for accurate and continued ESJ analysis.
- Some agencies have developed strong ESJ visions, with internal teams working to embed the ESJ lens in internal practices, including education and awareness; best practices from these agencies should be shared so that other agencies can learn how to strengthen their ESJ visions and goals.
- While awareness and understanding of disproportionality has increased tremendously across agencies, many agencies have either not identified how to address these disproportionalities or are unable to mitigate impact due to budget constraints.

### **Applying an ESJ Lens in Business Planning**

PSB requested that agencies integrate ESJ analysis into their business plans, which are submitted with agency proposed budgets. Additionally, in 2012, PSB launched Line of Business (LoB) Planning as a pilot analytical process that enables agencies to develop a proposed budget by critically evaluating their business operations and service delivery, while accounting for growing demands and demographic changes of the County. For the 2015/2016 budget process, PSB analysts had various levels of success in facilitating ESJ-specific discussions during the five phases of LoB Planning.

Product Catalog and Costs – Some agencies analyzed their customer base and service delivery through an “equity lens” by specifying the demographics of their customers and those not being served; reviewing suppliers, how they are contracted, and options for diversifying business partnerships; and providing a map with ESJ factors (median household income, percent people of color, percent low English proficiency, etc.) for their service area to show ESJ needs and impacts.

Strategic Context – Some agencies applied ESJ considerations as they evaluated the environment within which they do business, including both internal and external factors. Agencies examined the impacts that regulations and practices have on traditionally underserved populations and the determinants of equity. They reviewed which determinants of equity are affected through agency operations and resource allocations; the demographic breakdown of populations served by race, region, and income when possible; and each agency’s vision for ESJ in its operations.

Capacity and Demand Forecasting and Analysis – In their forecasting models, some agencies accounted for and documented pertinent ESJ considerations, for example, how changing demographics may impact the long-term forecasts for demand or costs.

Problem Statement Identification – During analysis of products, customers, and suppliers in the Strategic Context and Product Model work, gaps or issues may have surfaced related to ESJ. When developing problem statement(s), agencies were tasked to identify whether these gaps or issues influenced a problem statement, and/or were significant enough to develop a separate, ESJ-related problem statement.

Alternatives Analysis – Agencies used Alternatives Analysis to compare multiple potential solutions, by using clearly defined criteria to evaluate the impact, benefits, and trade-offs of each approach. Agencies were instructed to assess all such analyses against their impact on ESJ considerations.

### **ESJ Considerations in Capital Improvement Program (CIP) Planning**

PSB formally incorporated equity and social justice considerations into the 2015/16 CIP budget development process in three ways:

- ESJ-specific questions were included in the CIP program-level narrative that agencies submitted with CIP budget proposals, including:
  - What are the ESJ elements or considerations being used in the evaluation of the capital project/program? What is the overall ESJ impact of that capital program?
  - Are there any particular projects with notable ESJ impacts? (Please list the projects and provide a brief description of the impact.)
- PSB analysts conducted ESJ-specific meetings with CIP program staff to better understand how proposed projects potentially impact the determinants of equity.
- Key decision-makers, including the budget director and Executive Leadership Team, were briefed on pertinent ESJ information related to proposed CIP projects.

These activities created dialogue between PSB and agencies about the significance of ESJ considerations in capital programs, and helped raise awareness and knowledge of the ongoing ESJ efforts of each program.

Although ESJ analysis is in a nascent stage for CIP planning and budgeting processes for many agencies, the analysis conducted by some agencies advanced ESJ efforts across three areas of CIP planning:

#### Consideration of project impact on certain communities

For the 2015-16 biennial budget, the Facilities Management Division (FMD) has requested improvements to the Maleng Regional Justice Center courthouse in downtown Kent, aimed to improve equity and social justice for incarcerated individuals. Currently inmates and offending individuals cannot pass paper documents to counsel during their interviews; often, inmates are kept in restraints during these interviews because the existing magnetic door locks can be defeated by unrestrained inmates – a safety and security risk for inmates and officers. FMD aims to retrofit these doors and internal panels to allow incarcerated individuals increased access to defense counsel, while increasing the safety and security of King County staff.

Use of demographic data and maps

The King County Parks Division’s Regional Trail System Capital Program (RTS CIP) conducted an Equity Impact Review (EIR) in its 2015/16 budget development process to identify and guide how the County can move toward regional trail equity. This review considered the impacts of CIP project elements and alternatives on marginalized communities.

The EIR focused on direct and indirect positive impacts of the six-year CIP elements on the two determinants of equity most relevant to the nine projects included in the analysis: 1) access to all modes of safe and efficient transportation, and 2) access to parks and nature. The division used 2010 U.S. Census demographic data at the census tract level to help identify potential benefits to underserved communities.

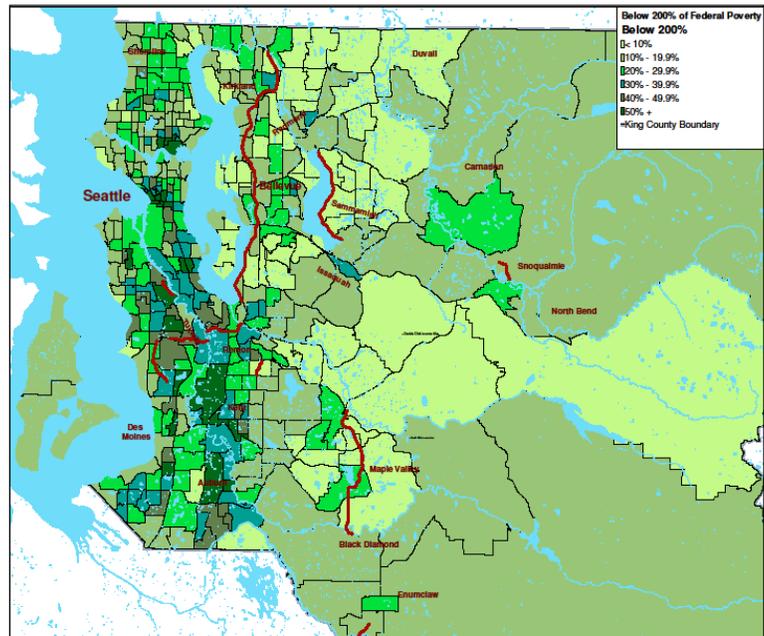


Figure 1: Low Income Communities and RTS 6-Year CIP

Figure 1 shows the geographic distribution of household income throughout King County. Areas with 50 percent or more households below 200 percent of the Federal Poverty Level are shown scattered throughout Seattle, Tukwila, SeaTac, Burien, Kent, and Auburn. Tracts with 40 percent - 49.9 percent of households below 200 percent of the Federal Poverty Level are scattered throughout these same cities. Tracts with 30 percent – 39.9 percent of households below 200 percent of the Federal Poverty Level are also generally scattered within these cities, but also include tracts in Renton, Issaquah, and Redmond.

Direct impacts were defined as benefits that marginalized households in the project area would gain – such as improved mental and physical health by recreating in parks and nature - from being closer to the trails being developed by the RTS. Indirect impacts were defined as how newly-established multi-use trails would enable these households to more effectively and safely access efficient modes of transportation.



Figure 2 shows regional trail projects proposed in the RTS 6-Year CIP

To advance regional trail equity, RTS planning and design has focused on connecting regional trails to important destinations like transit facilities, local urban centers, and other points to enhance mobility for underserved communities by providing more multimodal travel opportunities and expanding regional mobility choices while reducing dependence on automobiles. The equity impact analysis helped with project budget development by prioritizing projects surrounding underserved communities.

### **Embedding an ESJ lens in routine business (project prioritization)**

Wastewater Treatment Division's Capital Improvement Program (WTD CIP) is striving to embed an ESJ lens into its daily work and decisions. For instance, all WTD CIP work plans incorporate equity considerations into decision-making and implementation processes. WTD has developed a series of steps that help capital project teams assess ESJ elements of projects, and prepare and implement ESJ action plans intended to help the agency advance equity throughout project areas.

At project onset, all project teams complete the Initial Needs Assessment and Equity Determinants Assessment forms to determine which projects have ESJ impacts and/or require public engagement as part of the planning and implementation processes. These forms request demographic information (such as race/ethnicity, age, gender, income, language, and education) of the communities in the project area and specifically ask to identify any disproportional impact on marginalized populations.

From this assessment phase, when projects have been designated as having ESJ impacts and needing community involvement, project teams develop an ESJ action plan. Each ESJ action plan identifies (1) to what extent selected determinants of equity impact communities in the project area, (2) how to be innovative in advancing the selected determinants of equity for communities in the project area, and (3) how to measure successful integration of ESJ principles into project milestones and decisions.

While the Capital Improvement Program is taking measures to integrate equity and social justice at various levels of planning and budgeting, further work is still required to effectively embed the ESJ lens in all CIP processes. PSB analysts aim to strengthen future ESJ analysis within the CIP in the following ways:

- *Ensure that ESJ questions in the CIP program-level narrative are current and applicable*
- *Develop ESJ criteria (similar to those used in base budget analysis) to review project requests*
- *Compile and share ESJ "best practices" currently being implemented in the various CIP programs*
- *Develop ESJ metrics for CIP programs to improve tracking and impact reporting*
- *Continue to increase awareness around ESJ and how CIP can contribute to improving access to the determinants of equity*
- *Improve community engagement in CIP to develop deeper understanding of the needs of underserved communities in King County*

### **PSB's ESJ Research Efforts**

PSB and agencies remain invested in broadening and deepening their knowledge of equity and social justice by effectively applying the ESJ lens in ongoing planning and research efforts.

### **Baselining the Determinants of Equity**

PSB sponsored the Determinants of Equity Baseline research project to identify preliminary measures for the Determinants of Equity outlined in the 2010 Fair and Just Ordinance. This effort, spearheaded by the ESJ Inter-Branch Team Data Subcommittee, will produce data driven measures that will help coordinate action and promote fairness and effective stewardship of County resources. The initial phase of this project included meetings with key data stakeholders across King County departments, research on peer jurisdictions and analysis of current equity related measures gathered by the County. Through this process, preliminary community-level indicators have been identified for the Determinants of Equity. The next phase of this project, slated to begin in fall of 2014, will include a report and request for feedback from the Equity and Social Justice Inter-Branch Team (IBT). Once finalized, this standard set of indicators will allow for the creation of a baseline assessment of equity in King County and will provide an avenue for the County to engage in a long-term strategic approach to improving equity.

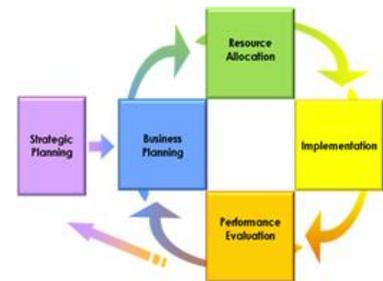
***ESJ Analysis in the Budget Process***

For 2015/2016 budget development, PSB undertook a project to review how ESJ considerations influenced decision-making in the budget process. PSB collaborated with a number of agencies, the ESJ IBT, and County leadership to gather information and feedback about the experiences of using ESJ analysis during budget development. The following sections highlight the major challenges, and recommendations to address them effectively.

**Key Findings – Challenges, Recommendations and Successes**

Agency feedback emphasized three elements of ESJ - **awareness, decision-making and metrics** – which must become inherent to the “Plan, Do, Check, Adjust” cycle of the King County Management Model, in order for the County to achieve fairness and opportunity for all through the budget process:

1. Increase and maintain awareness about ESJ issues for all county staff
2. Integrate ESJ analysis in decision-making
3. Establish metrics to evaluate ESJ outcomes
4. Adjust resources to improve ESJ outcomes, using metrics



King County Management Model

**Increasing & Maintaining ESJ Awareness – Challenges and Recommendations**

***Challenges***

Discussions with agencies surfaced the notable challenges that are inherent to each of the identified elements. In order to raise awareness and maintain attention on ESJ issues, the following questions must be addressed:

How to engage leaders in ESJ dialogue on an ongoing basis?

Awareness of and engagement with ESJ issues vary extensively across all county leadership, partially due to unclear direction and expectations. Many agency leaders for example, are struggling to identify to how the ESJ lens can be best applied to their work. Thus, all leaders have to be better and more consistently informed about ESJ issues that pertain to their work.

How to ensure leaders promote ESJ at all levels?

Leadership should invest energy and resources to actively promote ESJ awareness across all levels of their employees and services. Further, leaders need to be more transparent and committed about their ESJ priorities on an ongoing basis.

How to infuse ESJ lens for staff at all levels (create a culture shift)?

Feedback from agency staff indicated that County employees at all levels have varied understanding and awareness of the ESJ ordinance, and how ESJ issues pertain to their daily work. Each employee must have an adequate level of ESJ knowledge for ESJ dialogue to permeate effectively into decision-making.

***Recommendations***

County leadership should take reasonable and immediate next steps that raise and maintain ESJ awareness among all employees, including themselves, and infuse the ESJ culture countywide. The recommendations:

Provide periodic ESJ workshops and training specifically for agency leadership

An immediate way to engage leaders is to offer periodic ESJ workshops and continuing education that are directly tailored for the needs of leaders. Leaders can benefit by learning how to ask for ESJ analysis specific to their decisions, exchanging ideas and sharing ESJ “best practices,” and gaining contextual knowledge to address countywide ESJ issues.

Ask agency leaders to frequently convene and engage staff at all levels in ESJ impact dialogue

Agency leaders can demonstrate their ESJ commitments by convening and engaging in ongoing dialogue,

with staff at all levels, about what types of ESJ challenges impact a specific agency's work, and which determinants of equity that agency's work touches.

### Institutionalize ESJ lens across King County through continuing education and employee recognition

Finally, leadership must institutionalize the ESJ lens across all King County employees, by providing interactive, continuing education around ESJ issues that allow employees to understand how they can advance the ESJ culture. Equally important to providing ongoing ESJ resources is celebrating the employees who are doing exemplary ESJ work.

## **Integrating ESJ Analysis in Decision-making – Challenges and Recommendations**

### ***Challenges***

It is imperative that the ESJ lens is effectively used by staff at all levels of decision-making in an agency. However, agencies are currently struggling with consistently embedding an ESJ lens into budget development. Specifically, agencies are challenged with the following questions:

#### Who should be involved in ESJ analysis for budget decisions?

In current practice, program staff – often those who work most closely with communities and are a rich source of ESJ insight and expertise – are consulted on an *ad hoc* basis to provide ESJ analysis for budget decisions, due to a lack of institutionalization of the ESJ lens across the county. No mechanisms exist that explicitly ensure that agency staff who are most familiar with ESJ concerns are systematically part of budget development.

#### When and how should ESJ impact analysis be integrated with base budgets?

For agency finance and management staff – groups most closely involved in budget decision-making - awareness of ESJ issues is varied. Decisions are often made without clear understanding or analysis of the ESJ implications that exist in budget requests. Furthermore, agency finance managers often respond to ESJ questions in the budget instructions only after decisions have been made for the proposed budget; the ESJ lens does not actually inform decisions in agencies' budget processes. In addition, most ESJ analyses are used for transactional budget requests and do not explicitly target base budgets.

#### How will agency leadership ensure use of the ESJ lens in their budget decisions?

In addition, concerns surfaced that not all agency leaders are sufficiently and openly inviting the ESJ analyses in their final budget decisions. As previously discussed, this stems from a lack of ESJ awareness, engagement and leadership at the decision-making level. To this end, the Executive Leadership Team should emphasize the expectation that agency leaders fully utilize ESJ analysis in their decisions.

### ***Recommendations***

ESJ analyses can be strengthened and better integrated into budget decision-making, even within financial and operational constraints. Recommendations to improve the process follow:

#### Enlist agency management to learn how they can more effectively use the ESJ lens in their budget decisions

Agency IBT representatives can serve as effective resources in these scenarios as they are often both knowledgeable about agency-specific ESJ issues and invested in ensuring that ESJ analyses are effective for decision-makers. Agency management teams should schedule trainings with their IBT representatives, at the onset of the budget process, to learn how to use existing ESJ analytical tools and resources to guide their budget development.

#### Promote and standardize use of the Equity Impact Review tool for base budget development

The IBT has developed the Equity Impact Review tool to help agencies identify ESJ implications of specific budget actions through an analytical process. The current use of the Equity Impact Review tool is sparse. Agency leadership should promote the use of this valuable tool so that it becomes standard practice in decision-making.

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### Engage various levels of agency staff in ESJ conversations earlier in the budget process

Additionally, thoughtful ESJ dialogue with staff who are most familiar with an agency's ESJ landscape needs to take place at the earliest stages of an agency's budget development process. For agencies that participate in Line of Business (LoB) planning, explicit ESJ analysis could occur at the Alternatives Analysis stage. By building this element into their LoB work, agencies can start to effectively address ESJ impacts in their base budgets. This strategy would be particularly helpful during severe budget cuts, since agencies specifically assess how they will mitigate impacts in the Alternatives Analysis phase.

### Close the feedback loop between the Executive, PSB and agencies on communicating ESJ impacts

Representatives from sampled agencies and PSB analysts have requested that the Executive Office close the feedback loop by providing better and consistent communication about how and what type(s) of ESJ analysis influenced the Executive's decision-making. A clear channel of communication between the Executive Office, PSB and agencies – at the conclusion of the Executive Budget Briefings stage of the budget process – will reassure agencies and PSB analysts that their ESJ analyses during budget development were used in a meaningful way to address inequities.

### Institutionalize the ESJ lens in existing processes

In order to ensure that ESJ conversations occur earlier in the budget process and affect base budget decisions, the ESJ lens needs to be institutionalized in the County's practices. The most effective way to achieve this institutionalization is by actively infusing ESJ analyses in existing business processes such as Line of Business and other budget development planning, procurement services, Tier Boards, strategic planning, workforce development, and Lean.

## **Establishing Metrics to Evaluate ESJ Outcomes – Challenges and Recommendations**

### ***Challenges***

Currently, the county's ESJ efforts do not include metrics and a definition of goals and outcomes. It is necessary to understand whether current and ongoing ESJ efforts of King County employees, programs and services are a) having negative or positive impact on the county's residents and to what extent; and b) resulting in overall better outcomes for King County at large. The success of the ESJ ordinance and the county's ESJ efforts depend on the government's ability to measure and track the predicted impacts. PSB and all county agencies, face the following challenges in launching meaningful ESJ metrics:

### How to measure the complex policy area of ESJ

Policies that address equity and social justice are extremely complicated; many existing inequities originate from centuries of institutional and structural racism and gender bias that perpetuate discriminatory practices in how people are governed. From an evaluation standpoint, to understand and undo the negative impacts of these historical policies and behaviors, requires long-term, in-depth data sets that can demonstrate trends of how certain populations are being impacted as a result of specific actions taken by governments. Policymakers in the County government need to have this type of data available so they can take appropriate measures to implement countywide policies and programs that will result in the most equitable and just outcomes.

### How to define outcomes and success

Given the complexity of policies around equity and social justice, the bigger challenge is appropriately defining outcomes and success. While the ESJ initiative is a highly visible and prioritized policy area for the County at all levels, it has not defined clear outcomes against which to measure ESJ impacts.

### How to design metrics and establish baselines

Furthermore, the research highlights that agencies do not yet have a good sense of the type of data that exists that can help in adequately structuring the ESJ evaluation effort, and the data that need to be collected, to move forward. In order to design evaluation criteria for each of the 14 determinants, baselines for each determinant area need to be created to understand in which socioeconomic condition(s) the County is

currently falling short.

### ***Recommendations***

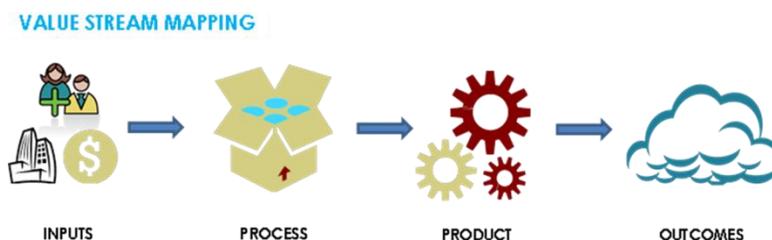
Practical near-term and long-term steps can be taken to improve the framework around evaluating ESJ impacts. The recommendations are as follows:

#### Establish an ESJ Strategic Plan

Positive yet scattered ESJ efforts require a common strategy as an immediate next step to target the ongoing hard work of County employees. The Executive - in collaboration with the Council, County departments and separately elected agencies - should create a values-driven, data-supported ESJ Strategic Plan that clearly outlines short-term and long-term successes; and designates strategies and assigns responsibilities for setting measurement and evaluation criteria. An ESJ Strategic Plan can elevate the profile of the County as a national leader in standardizing the practice of equity impact review with a strong analytical lens. The 2015/2016 Proposed Budget includes funding for such a plan.

#### Integrate ESJ lens in Line of Business Planning

Measurements of ESJ efforts should target operational, policy and programmatic frameworks to assess what inequities exist and how to improve them. The Value Stream Mapping module of Line of Business planning provides a practical place to have this discussion.



Agencies should use the Equity Impact Review tool, or similar ESJ analyses, in their Value Stream Mapping to answer:

- 1) Are there ESJ implications of the way the current value stream functions?
- 2) Which “Products” have – or could have – ESJ impacts?
- 3) How can ESJ goals be advanced as value streams are improved?
- 4) Who is not currently served by the value stream; does that lack of services have ESJ implications?

Agencies will have to develop meaningful metrics to answer these questions accurately. The Line of Business Planning offers an analytical framework to establish measures and track impacts that increase access to the 14 determinants of equity.

#### Strengthen ESJ element in Lean Process Assessment Phase

King County uses Lean thinking to “eliminate waste, find better ways to work, and deliver better results for the people [it serves].”<sup>5</sup> Lean’s Process Assessment Phase needs to better develop ESJ criteria to help agencies identify ESJ implications in their processes. Potential ESJ benefits can then be part of the decision-making process for Lean projects.

#### Include ESJ data and metrics in Tier Boards

As previously mentioned, an ESJ Strategic Plan has to set standards and outcomes against which to measure impact. Tier Boards used throughout the county to align and monitor performance, can include ESJ metrics.

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<sup>5</sup> <http://www.kingcounty.gov/employees/Lean.aspx>

***Limited English Proficiency Proviso Research***

More than 170 different languages are spoken in King County and a quarter of the County’s population speaks a language other than English in the home. Language barriers can impede effective and accurate communication in a variety of ways. Ensuring meaningful communication and improved access to services for residents with limited English proficiency (LEP) helps King County government to meet its equity and social justice mandate and better serve the interests of its residents.

The 2014 adopted budget required a report providing analysis and recommendations, to include an action plan to increase access to LEP residents. Below is a high-level summary of the workgroup’s short-term (to be implemented in the next biennium) and long-term recommendations.

**Short-Term Recommendations - The Workgroup recommended the following -**

***Statement of Values***

- Executive transmittal and Council adoption of a policy document (motion or ordinance) stating King County’s values in serving LEP residents that builds on the Executive Order on Translation, the Community Engagement Guide, and the Equity and Social Justice Ordinance.

***Translation and Interpretation Services***

- A Translation Coordinator for increased coordination of translation services across the county and additional budget for translation services costs across agencies.
- Expansion and increased coordination of interpretation efforts across the county.

***Outreach and Engagement***

- Expansion and increased coordination of outreach and engagement efforts to community based organizations (CBOs) that serve LEP communities and LEP residents across the county
- Investment in LEP CBOs through outreach and engagement contracts to help build CBO capacity, enabling the CBOs to better serve their community members, be better partners.
- Continued development of existing Language Portals and increased and more strategic use of Social Media tools.

***County Workforce and Hiring Practices***

- Preference for hiring staff with language skills in standard countywide hiring.
- Development and support of apprenticeships (training programs) that target LEP communities.

**Long-Term Recommendations - The Workgroup recommended a long-term planning effort (to reduce the barriers to accessing services by LEP communities) and -**

***Translation and Interpretation Services***

- Expansion and coordination of translation and interpretation services across the county.

***Outreach and Engagement***

- Empowerment of LEP communities to organize, mobilize and advocate for their residents.
- LEP community representation in county process development and decision-making.
- Further exploration of the costs and benefits of a multilingual, culturally competent website.

***County Workforce and Hiring Practices***

- Identification and exploration of way to address challenges to recruiting, hiring, retaining and promoting a workforce that includes members of LEP communities.

The Executive Proposed budget requests appropriation of \$300,000 in the biennium to increase coordination of the county’s current translation, interpretation and LEP community outreach and engagement.

## ***ESJ DEMOGRAPHIC PROFILES***

### **ESJ Implications of Funding Challenges**

King County – alongside many other counties across Washington State – continues to be challenged by budget shortfalls as a result of a structural gap in many of its funds, including the General Fund. However, a combination of factors – state and federal funding cuts, legislative and voter restrictions on property tax levies, and inflation and population growth – heavily impacts the County’s ability to effectively meet the growing demand for services. Significantly reduced state and federal support for vital services has further burdened counties to fill those crucial gaps in service delivery. The following funds and lines of business face tremendous financial challenges:

- Adult Detention, including Jail Health Services
- Employment and Education Resources
- Mental Health, Chemical Abuse and Dependency Services
- Public Health – Seattle & King County
- Transit

These programs directly address the daily basic needs of the county’s most marginalized communities – those who are low-income, indigent, people of color including immigrants and refugees, and have limited English proficiency (LEP). As revenue streams shrink over time, these programs are most affected: they are forced to reduce and/or eliminate their services, which often creates a disproportionately large and negative impact on the county’s most vulnerable populations.

To better understand the extent of these disproportionalities, PSB worked in collaboration with departments to produce demographic profiles (“ESJ profiles”) of the clients served by each of the five programs. This collaboration aimed to deepen the understanding of the programs’ base budgets and to create a body of ESJ-related information to guide the Executive’s and Council’s budget decisions.

Each program designed their “ESJ profiles” to display the demographic breakdown of the marginalized populations that they serve and to communicate the growing ESJ challenges. The “ESJ profiles” are presented in their entirety, in the following sections.

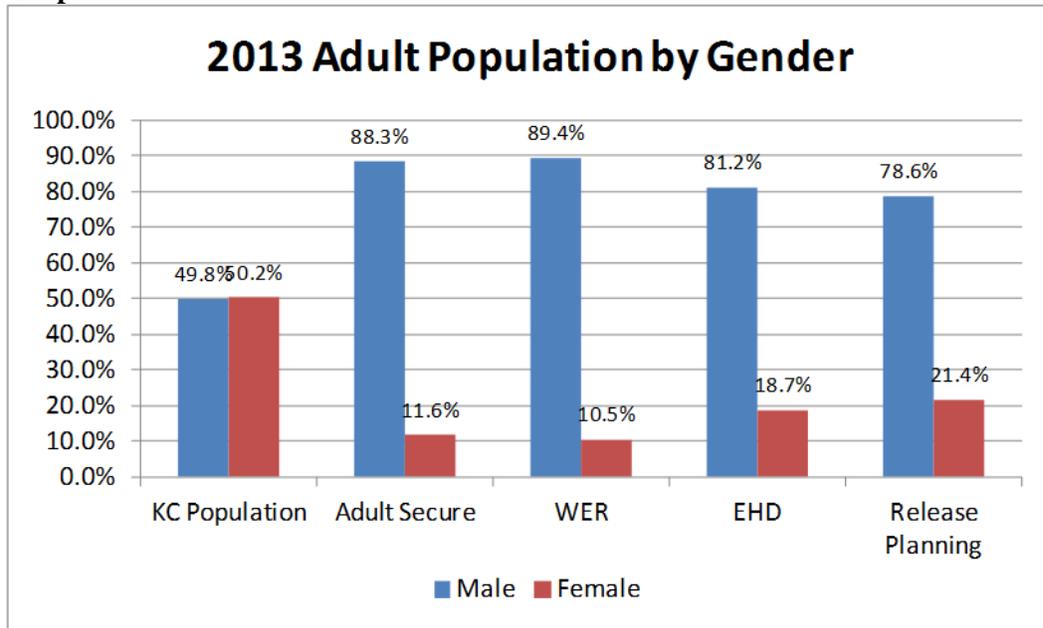
### **ESJ Demographic Profile – The Adult Detention Line of Business**

The Adult Detention Line of Business (LoB) developed an ESJ profile that extends beyond the historical definition of the Adult Detention LoB, to include the Community Corrections and Juvenile divisions of the Department of Adult and Juvenile Detention (DAJD). This baseline profile can be used to determine the populations being served, to identify any barriers to access of services and to inform an equity analysis of Jail Health Services (JHS) and DAJD’s base operations and budget. The profile may also as a measurement tool to assist the Adult Detention LoB and Criminal Justice system measure the impact of policy or procedural changes.

#### ***DAJD’s overall Adult Jail and Community Corrections Population***

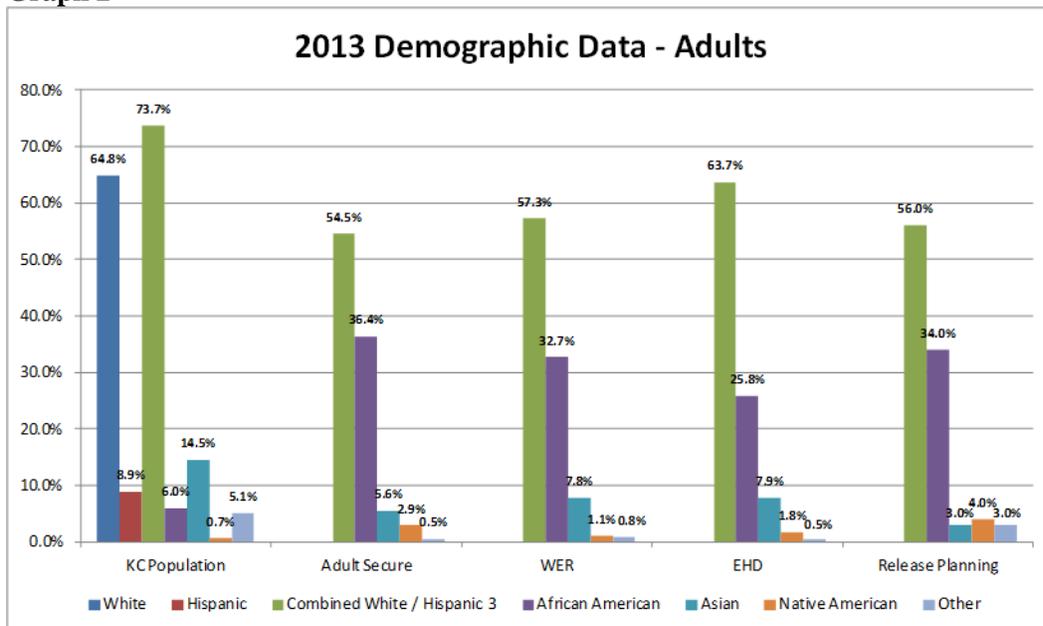
The following few graphs provide a demographic overview of the adult population in the jail and Community Corrections programs, with additional detail on the inmates in secure detention that are released in zero to three days, and the Release Planning program in JHS. Of note (Graph 1 on following page), the percentage of females released to Electronic Home Detention (EHD) is higher than the percentage in secure detention or Work and Education Release (WER), possibly reflecting a stated or perceived need for women to provide home and dependent care.

Graph 1



The disproportionate representation of minorities in detention is shown in Graph 2, where the percentage of Whites/Hispanics and Asians in secure detention were lower than in the overall County population, but Black and Native American populations were significantly higher. However, the proportion of Whites and Asians assigned to partial confinement Community Corrections alternatives was higher than their proportion in jail, while the proportion of African Americans and Native Americans assigned to Community Corrections alternatives was lower than their proportion in Jail.

Graph 2



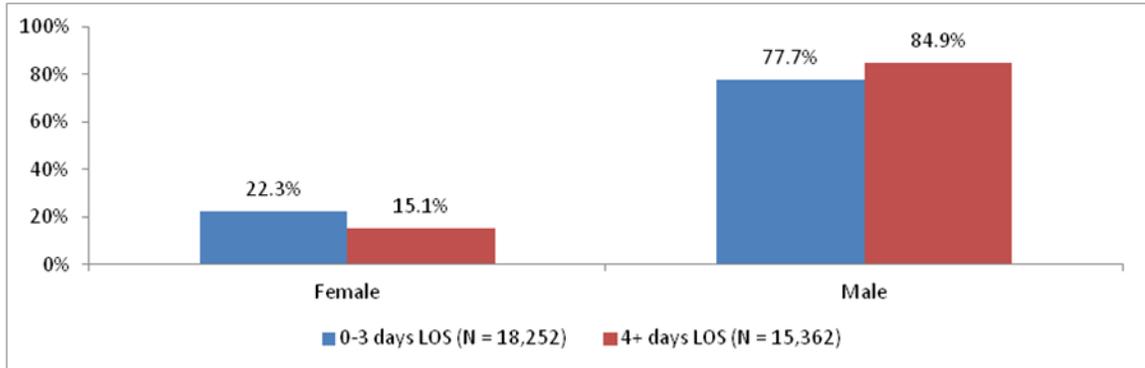
NOTE: DAJD’s data systems combine White and Hispanic into a single category.

**Adult Secure Short-Stay Population**

2013 DAJD statistics indicate that 57.3 percent of inmates in the adult jails were released in 0-3 days. Demographic data on this population, compared to those who were in jail for more than 3 days, show the following:

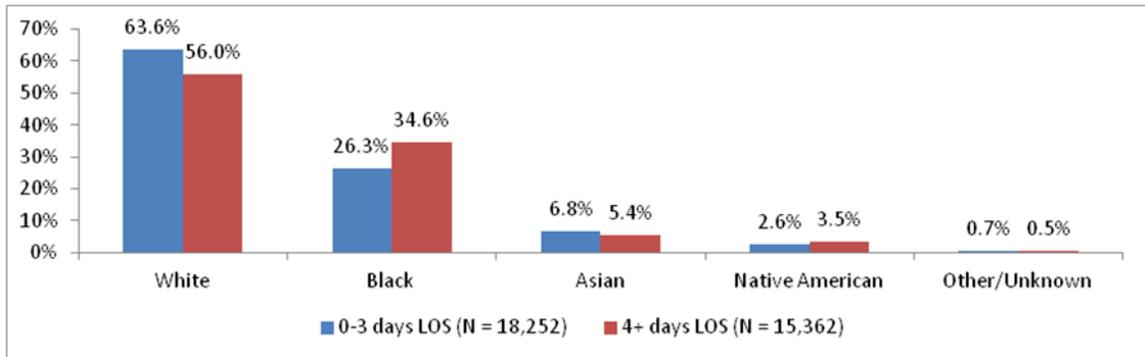
1. An analysis of gender data showed that a greater proportion of women were released within 0-3 days than those whose length of stay exceeded 3 days.

**Graph 3. Releases by Gender**



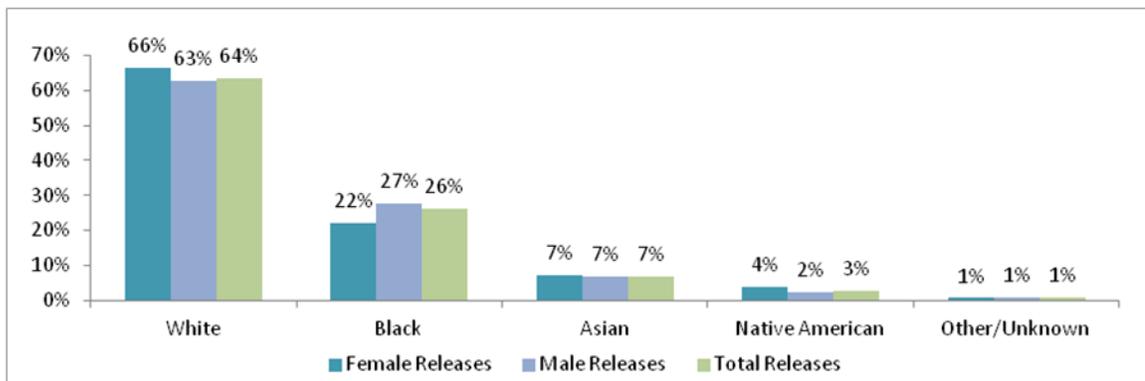
2. A greater proportion of white offenders and smaller proportion of black offenders were released within three days.

**Graph 4. Releases by Race**



3. A greater proportion of those who were released within 72 hours were women, when compared to the population who serve longer sentences. Within the 72-hour population, however, a smaller percentage of black women were released when compared to black men (22% vs. 27%, respectively).

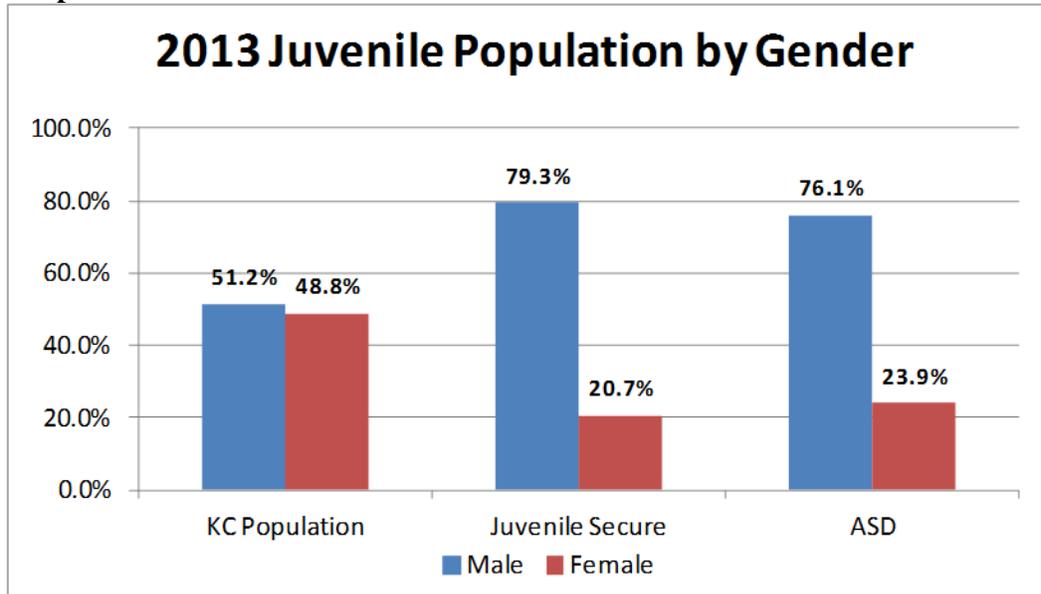
**Graph 5. Releases by Race and Gender**



**Juvenile Detention and Alternatives**

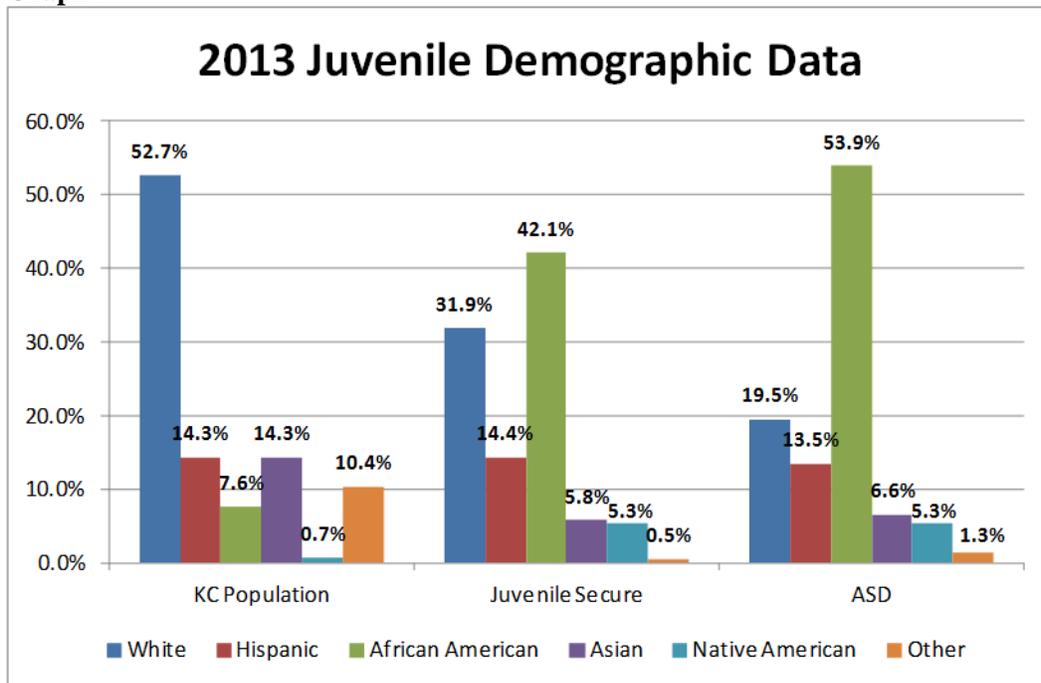
The following two graphs provide the demographic overview of the population in juvenile secure detention and in the juvenile alternative to secure detention programs. There was a higher proportion of female youth in the juvenile programs than in adult programs.

**Graph 6**



However, the same disproportionate representation of minorities occurred in the juvenile justice system. The juvenile data systems track Whites and Hispanics separately.

**Graph 7**



**EQUITY AND SOCIAL JUSTICE**

**Work Education Release**

The Work Education Release (WER) program in DAJD’s Community Corrections Division (CCD), provides a partial-confinement option to secure detention in the jails. Offenders in the WER program are allowed temporary release from WER to go to their jobs, attend school classes and/or treatment, but return to WER confinement at all other times. While DAJD/CCD does not gather data on income levels of inmates or CCD program participants, they are aware that nearly three percent of WER participants are homeless. Data below was gathered from 2013 WER releases.

Employed	56%
In School	9%
In treatment	39%
<i>These may overlap</i>	
Not employed/school/treatment	200 persons

Demographics of the WER population are shown below.

		Percent WER Population <sup>2</sup>				
		King County <sup>1</sup>	2010	2011	2012	2013
<b>Age</b>						
<25	30.6%	20.4%	25.2%	21.9%	22.8%	
25 - 34	16.2%	34.0%	37.7%	37.3%	28.6%	
35 - 44	15.4%	26.5%	19.9%	18.7%	23.0%	
45 - 54	15.1%	14.8%	14.4%	17.9%	18.0%	
55 -	22.7%	3.9%	2.5%	3.9%	7.4%	
<b>Gender</b>						
Male	49.8%	91.9%	90.0%	90.5%	89.4%	
Female	50.2%	8.0%	9.9%	9.4%	10.5%	
<b>Race</b>						
White	64.8%					
Hispanic	8.9%					
Combined White / Hispanic <sup>3</sup>	73.7%	57.4%	54.5%	53.6%	57.3%	
African American	6.0%	33.7%	34.9%	35.6%	32.7%	
Asian	14.5%	6.8%	8.3%	8.2%	7.8%	
Native American	0.7%	1.6%	1.9%	2.1%	1.1%	
Other	5.1%	0.3%	0.2%	0.3%	0.8%	

<sup>1</sup> 2010 Census

<sup>2</sup> Detention and Alternatives (DAR) data

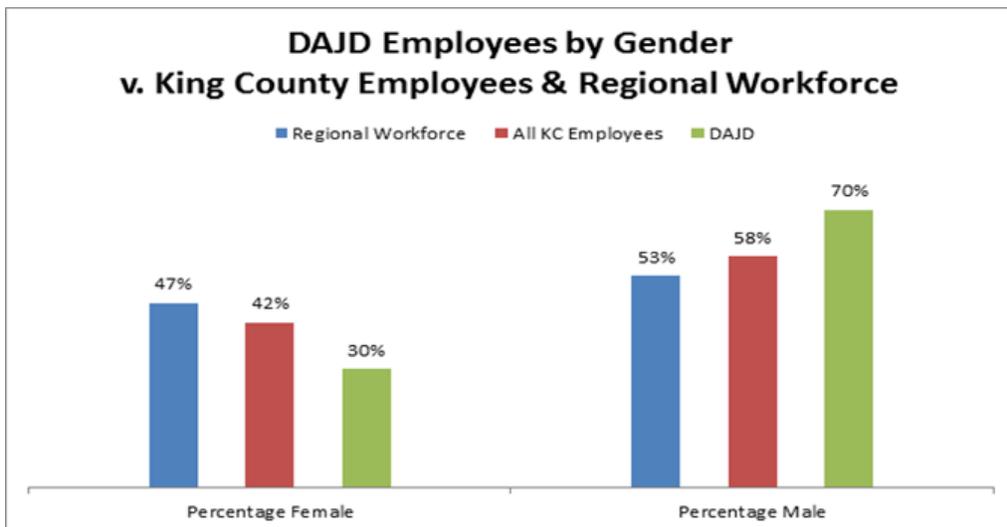
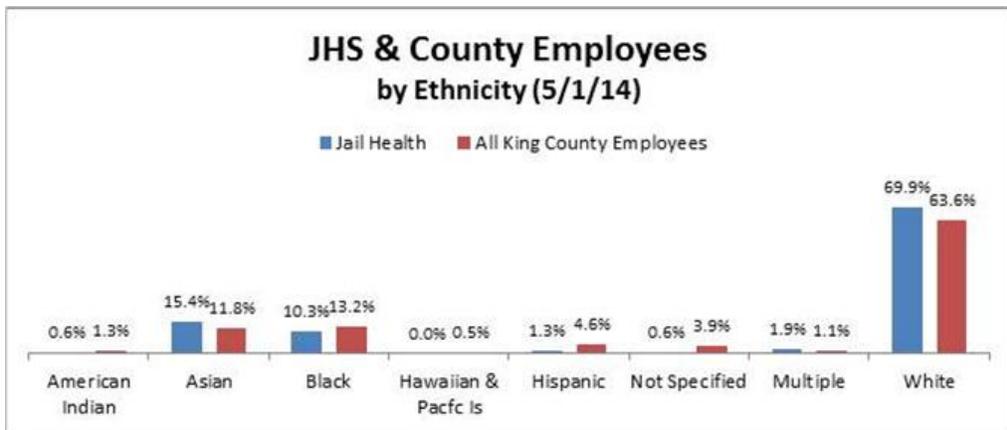
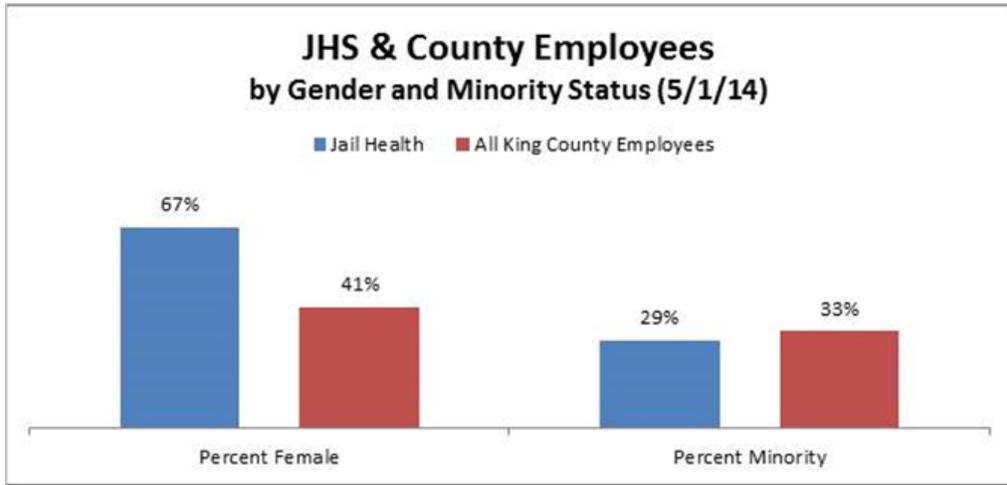
<sup>3</sup> Jail demographic data includes Hispanic with White

CCD provided the following data on the success rates of WER program participants, again based on 2013 releases.

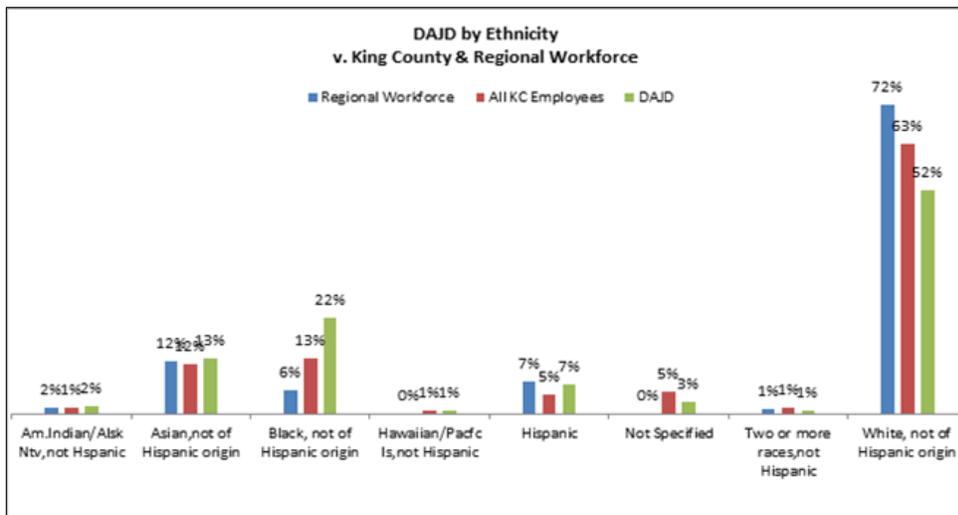
<b>Overall Success Rate</b>	76%
Who succeeds?	
Whites	79%
Blacks	68%
Asians	83%
Native Americans	67%

**County-wide and Agency Workforce**

The Human Resources Division has started to compile and provide data on Countywide and agency workforce diversity. Preliminary workforce data for JHS and DAJD are provided below.



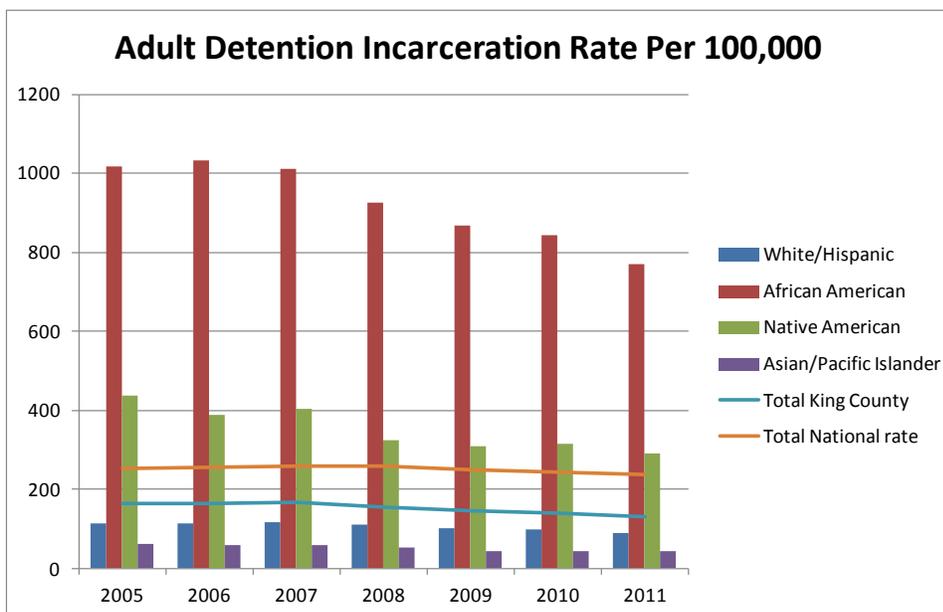
**EQUITY AND SOCIAL JUSTICE**



**Adult Detention Incarceration Rate Per 100,000 by Race and Year**

	2005	2006	2007	2008	2009	2010	2011
White/Hispanic	114	113	118	111	102	97	90
African American	1017	1,031	1,010	926	868	843	769
Native American	437	387	404	323	308	315	290
Asian/Pacific Islander	62	58	59	52	44	44	45
Total King County	165	165	168	156	145	140	130
Total National rate	252	256	259	258	250	242	236

**APPENDIX – Additional ESJ Profile Data**



**EQUITY AND SOCIAL JUSTICE**

**Adult Detention Demographic Data**

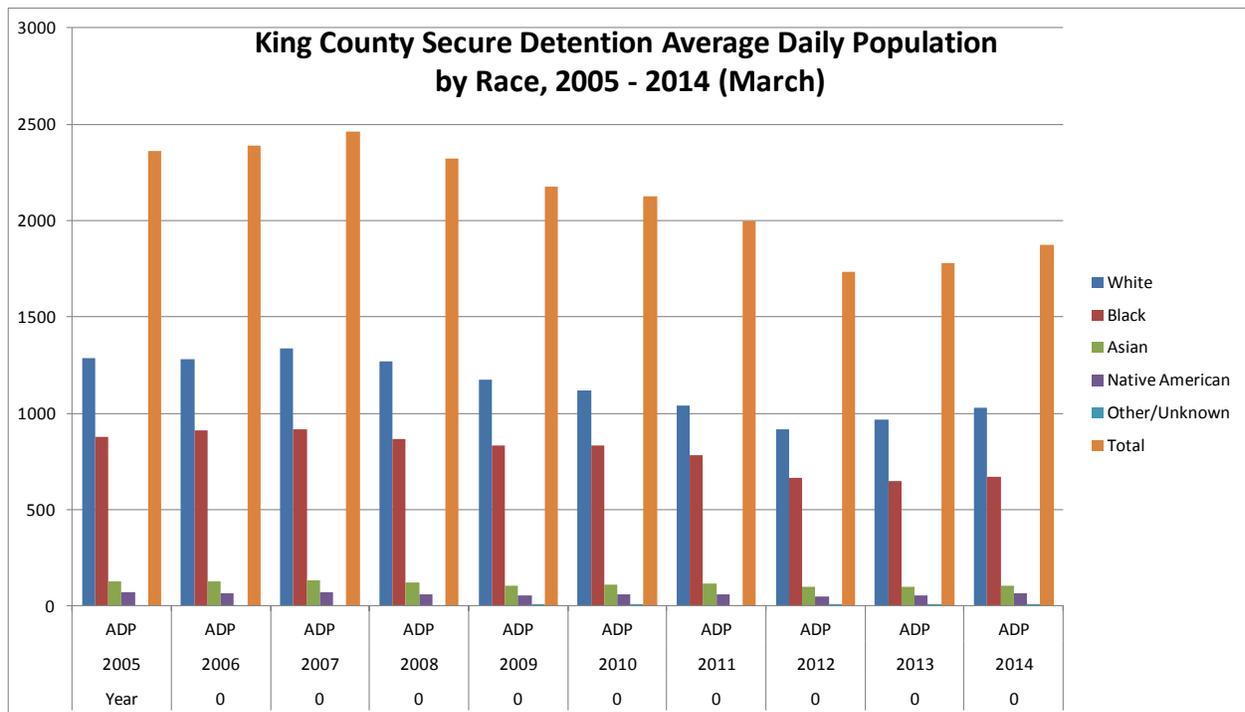
	King County <sup>1</sup>	Percent Adult Secure Jail Population <sup>2</sup>				Percent WER Population <sup>2</sup>				Percent EHD Population <sup>2</sup>			
		2010	2011	2012	2013	2010	2011	2012	2013	2010	2011	2012	2013
<b>Age</b>													
<25	30.6%	22.6%	22.4%	22.3%	22.4%	20.4%	25.2%	21.9%	22.8%	32.2%	26.6%	25.7%	23.6%
25 - 34	16.2%	31.3%	32.8%	34.5%	34.4%	34.0%	37.7%	37.3%	28.6%	26.0%	28.8%	35.4%	30.8%
35 - 44	15.4%	23.8%	22.1%	22.2%	22.8%	26.5%	19.9%	18.7%	23.0%	17.5%	19.0%	15.4%	18.2%
45 - 54	15.1%	17.2%	17.6%	15.6%	15.1%	14.8%	14.4%	17.9%	18.0%	16.1%	17.7%	15.4%	15.9%
55 -	22.7%	4.7%	4.7%	5.0%	4.8%	3.9%	2.5%	3.9%	7.4%	7.9%	7.6%	7.7%	11.2%
<b>Gender</b>													
Male	49.8%	89.2%	89.4%	89.5%	88.3%	91.9%	90.0%	90.5%	89.4%	75.5%	79.2%	76.1%	81.2%
Female	50.2%	10.7%	10.5%	10.4%	11.6%	8.0%	9.9%	9.4%	10.5%	24.4%	20.7%	23.8%	18.7%
<b>Race</b>													
White	64.8%												
Hispanic	8.9%												
Combined White / Hispanic <sup>3</sup>	73.7%	52.5%	52.2%	52.6%	54.5%	57.4%	54.5%	53.6%	57.3%	64.5%	59.0%	48.8%	63.7%
African American	6.0%	39.1%	39.0%	38.1%	36.4%	33.7%	34.9%	35.6%	32.7%	25.9%	28.1%	35.5%	25.8%
Asian	14.5%	5.1%	5.6%	5.7%	5.6%	6.8%	8.3%	8.2%	7.8%	7.9%	10.2%	13.4%	7.9%
Native American	0.7%	2.7%	2.7%	2.9%	2.9%	1.6%	1.9%	2.1%	1.1%	0.9%	1.9%	1.4%	1.8%
Other	5.1%	0.4%	0.3%	0.5%	0.5%	0.3%	0.2%	0.3%	0.8%	0.6%	0.6%	0.6%	0.5%

<sup>1</sup> 2010 Census

<sup>2</sup> Detention and Alternatives (DAR) data

<sup>3</sup> Jail demographic data includes Hispanic with White

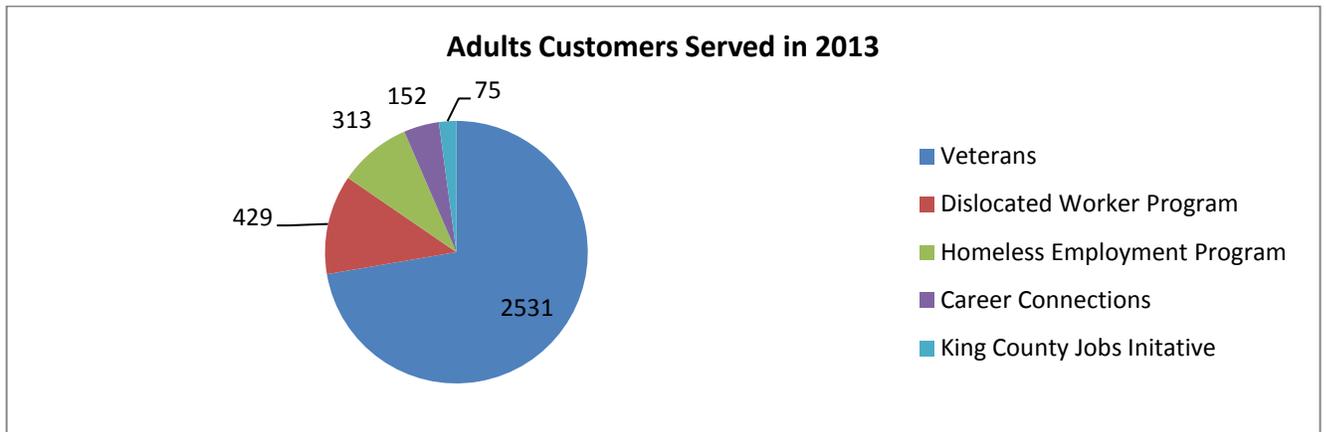
NOTE: This data indicates that the proportion of Whites and Asians assigned to Community Corrections alternatives is higher than their proportion in jail. The proportion of African Americans and Native Americans assigned to Community Corrections alternatives is lower than their proportion in Jail.



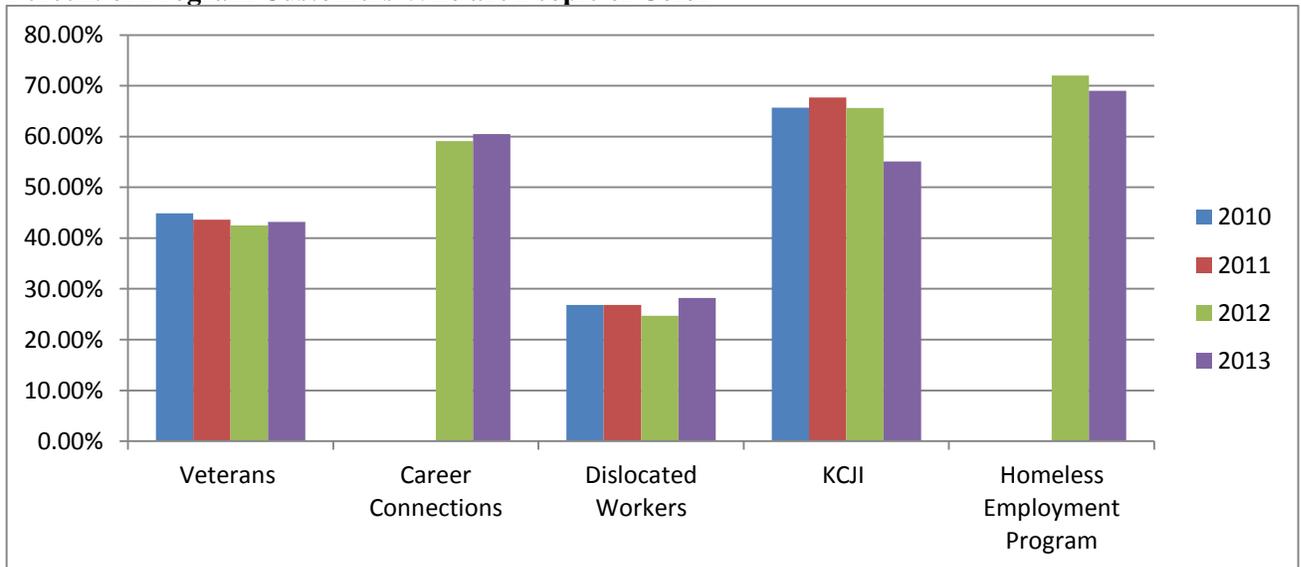
**ESJ Demographic Profile – Employment and Education Resources (EER)**

**Profile of EER’s Adult Programs**

EER’s adult programs consist of five programs/projects: Career Connections, Dislocated Worker Program, Homeless Employment Program, King County Jobs Initiative (KCJI) and King County Veteran’s Program. Three of the five projects are provided by King County staff (Career Connections, Dislocated Worker Program, and King County Veteran’s Program). While the projects target different adult populations, one of the main goals of all the programs is to provide the services customers need in order to gain and maintain employment. By far, the largest of the adult workforce programs/adult programs is the King County Veteran’s Program. The number of customers served is directly related to the funding available to provide direct customer service.



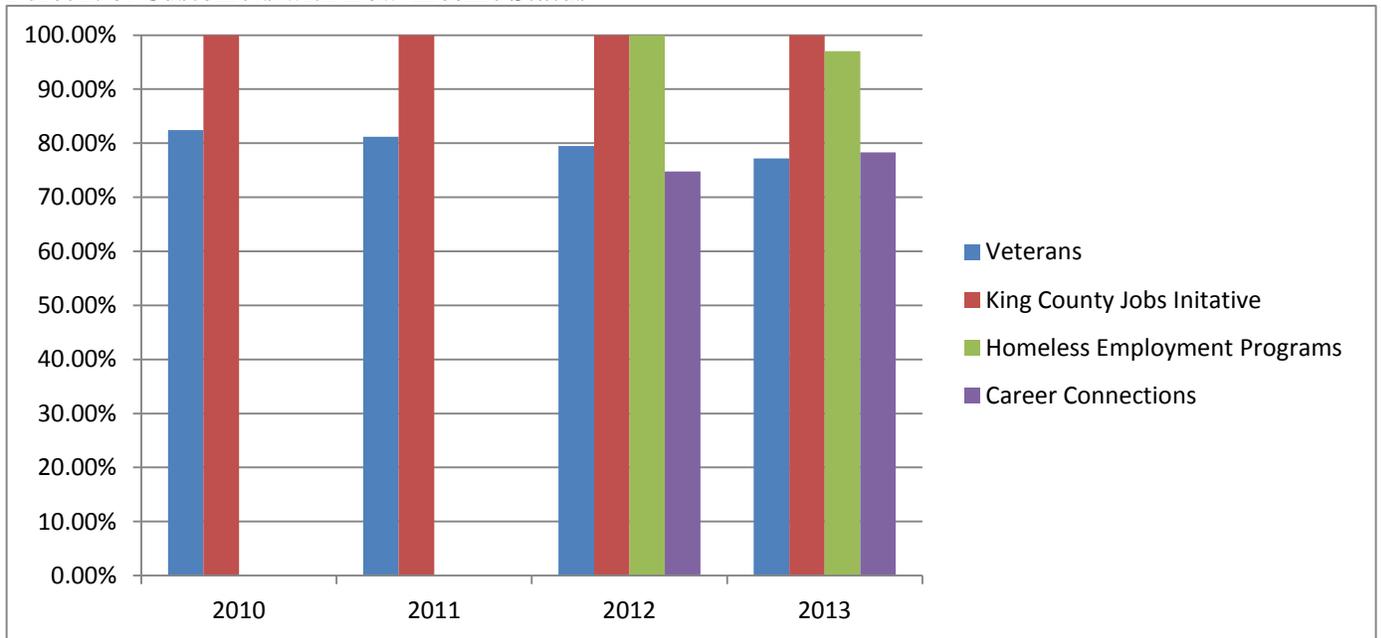
**Percent of Program Customers Who are People of Color<sup>6</sup>**



In all programs, at least 25 percent of customers served are people of color. Veterans’ program data is not reliable before 2010. Career Connection and the Homeless Employment Program did not begin enrolling customers until 2012.

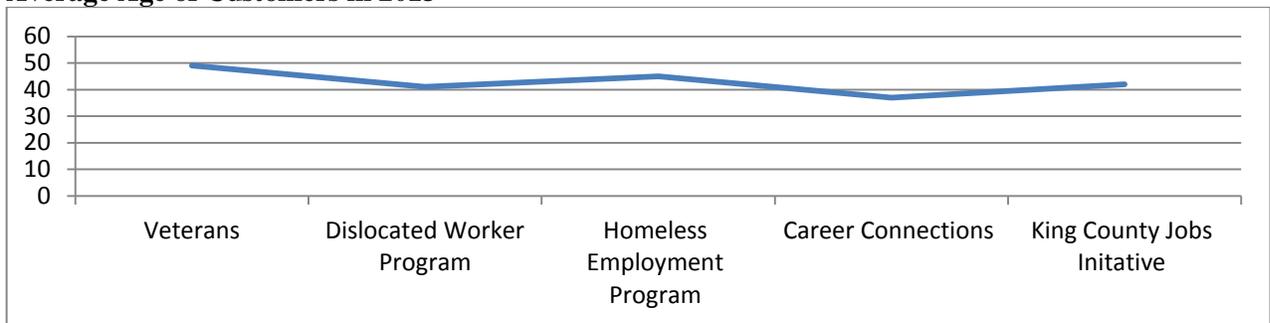
<sup>6</sup> Customer of color is defined by customer self-report at enrollment and based on the following options: White, African-American, Hispanic/Latino, Native American/Alaskan, Asian, Native Hawaiian/Pacific Islander and Multi-Racial.

**Percent of Customers with Low-Income Status**



With the exception of the Dislocated Worker Program, all programs are serving a high percentage of customers with low-income status. Low-income is defined by having an income of less than 50 percent of King County’s median income based on family size. In 2013, 50 percent of the median income for a family of four was \$43,350.

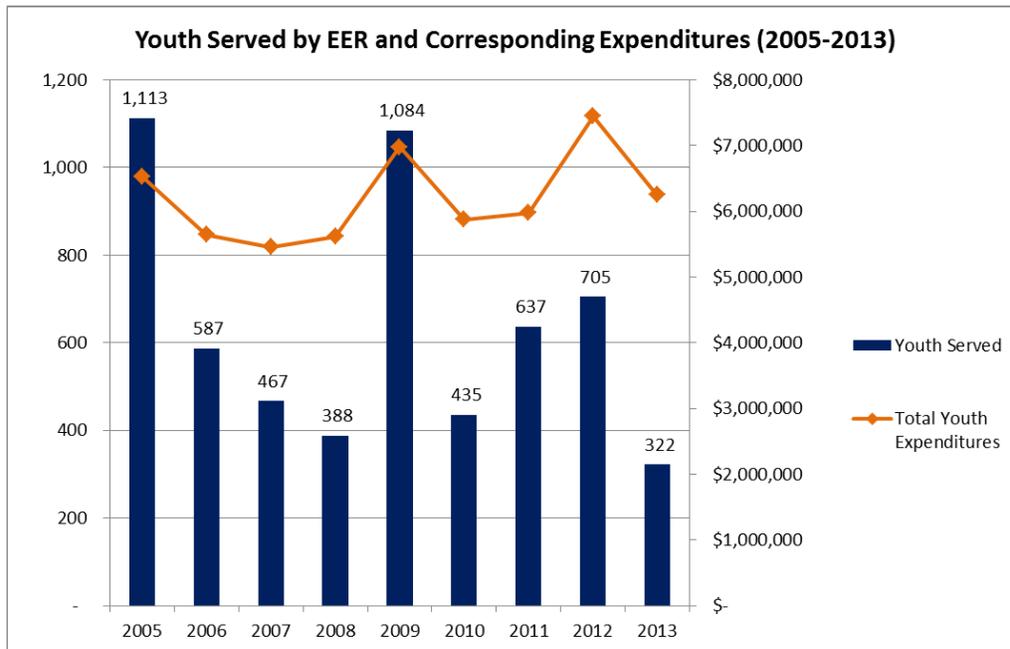
**Average Age of Customers in 2013**



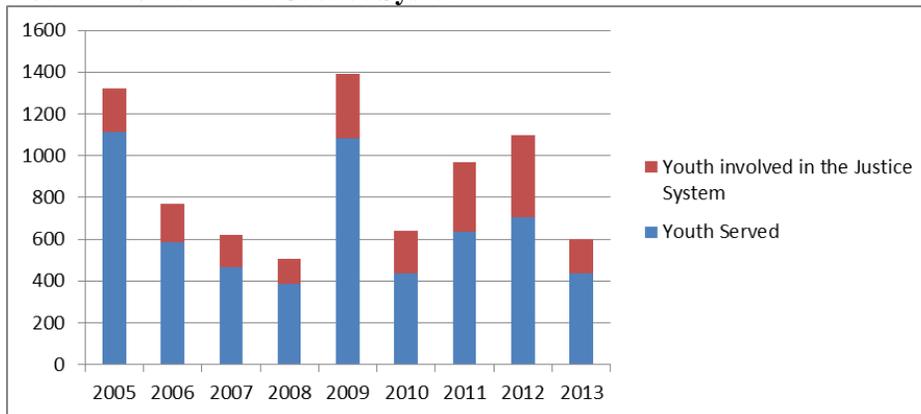
The average age of the adult customers in 2013 varied from a high in the Veteran’s program of 49 years of age, to a low in King County Jobs Initiative (KCJI) of 37 years of age.

**Profile of EER's Youth Programs**

EER's youth program provides education, training and employment services to the County's most disadvantaged young people ages 14-21 years who have barriers to becoming successful, productive citizens. Barriers include being: low-income, basic-skill deficient, high school dropouts, juvenile justice system-involved, gang-involved, often truant, pregnant/parenting, or having: substance abuse issues, mental health disorders, and/or experiencing homelessness/unstable housing. Services include a strength-based assessment, removal and stabilization of barriers, individualized education/employment planning, work experience and/or internships, basic skill development/GED preparation, career counseling and planning, and access to post-secondary education/advanced training. Since 2012, EER has also managed the Youth and Family Service Agency (YFSA) contracts and the juvenile justice intervention/prevention contracts in an effort to align services and maximize resources and services to youth, especially those most in-need and most at-risk. Like the adult program, the number of youth served per year is directly tied to the funding available.

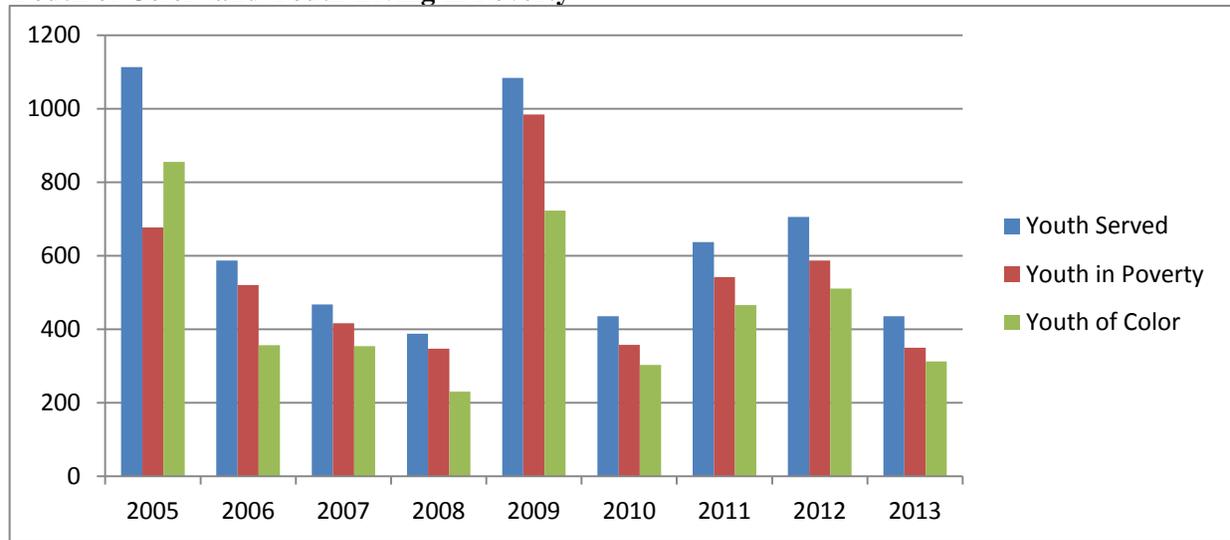


**Youth Involved in the Justice System**



Since 2006, the EER approximately one third of the youth served have been involved in the justice system. In 2010-2012, EER, in partnership with the Washington State Department of Social and Health Services Juvenile Rehabilitation Administration (JRA), received a discretionary Department of Labor grant to serve youth exiting from JRA and King County detention, so the numbers of youth involved in the justice system increased in those years as noted in the chart below.

**Youth of Color<sup>7</sup> and Youth Living in Poverty**

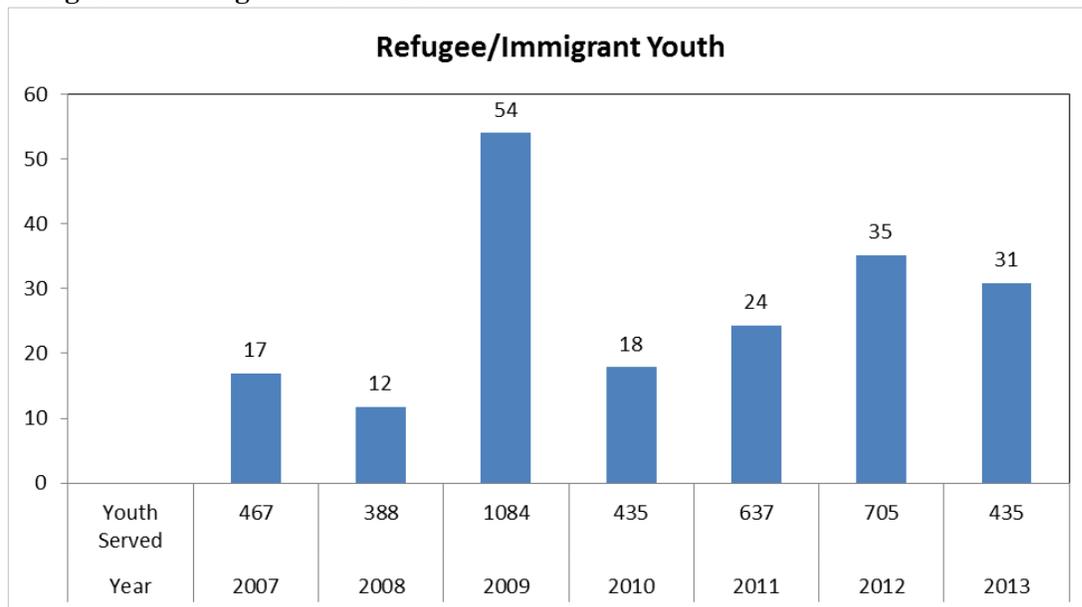


Historically, EER has served a high percentage of youth of color and youth living at our below the Federal Poverty Level. During program year 2013 (July 1, 2012-June 30, 2013), the poverty standard for a family of one was \$11,490 and \$30,142 for a family of four.

**Average Age**

The average age of the youth served in the program has maintained relatively the same over the last nine calendar years (2005-2013), with a low of 17.4 years and a high of 18.1 years.

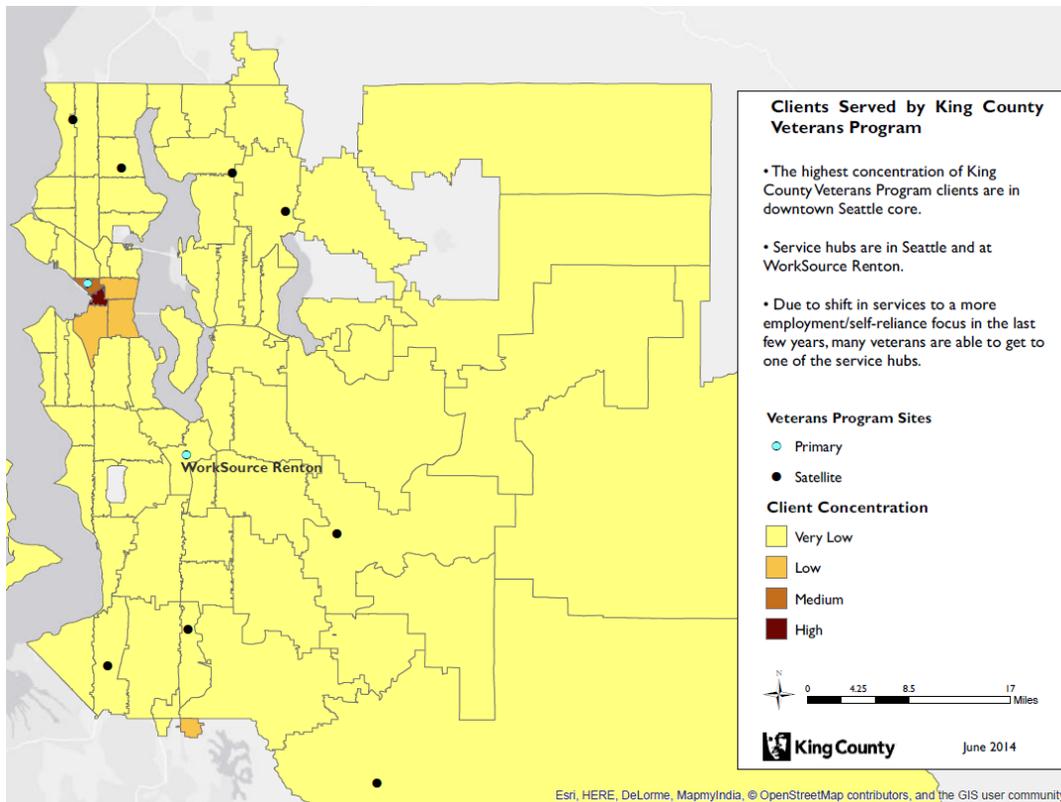
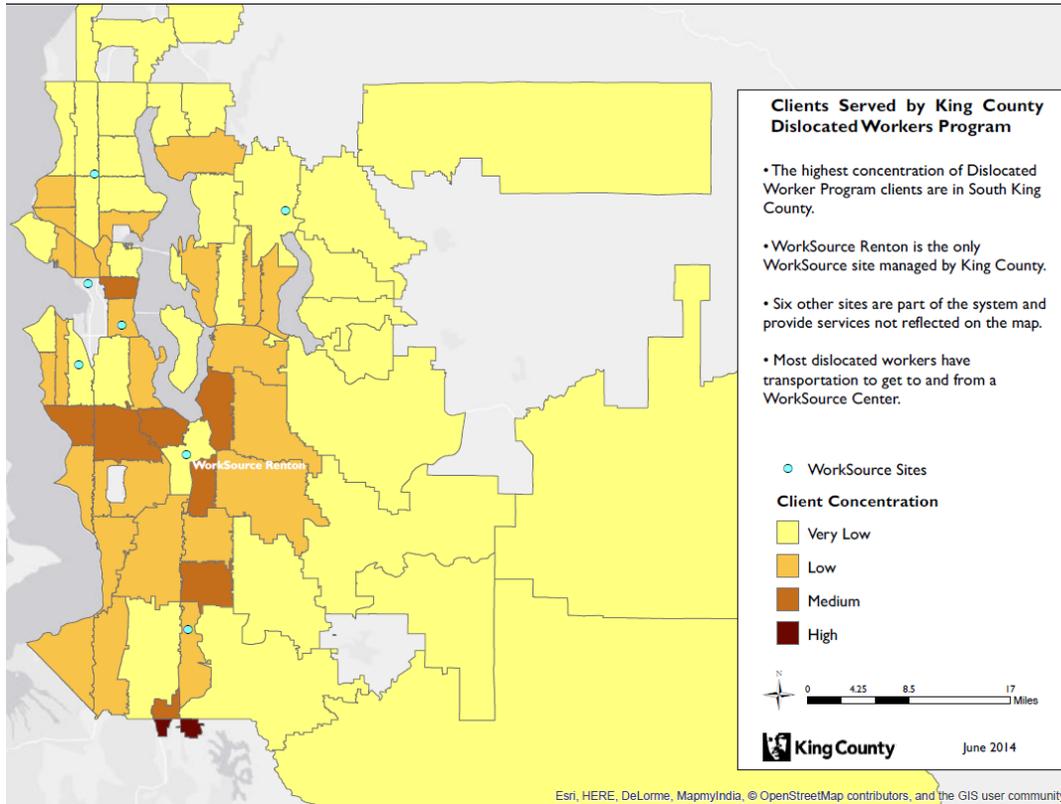
**Refugee and Immigrant Youth Served**



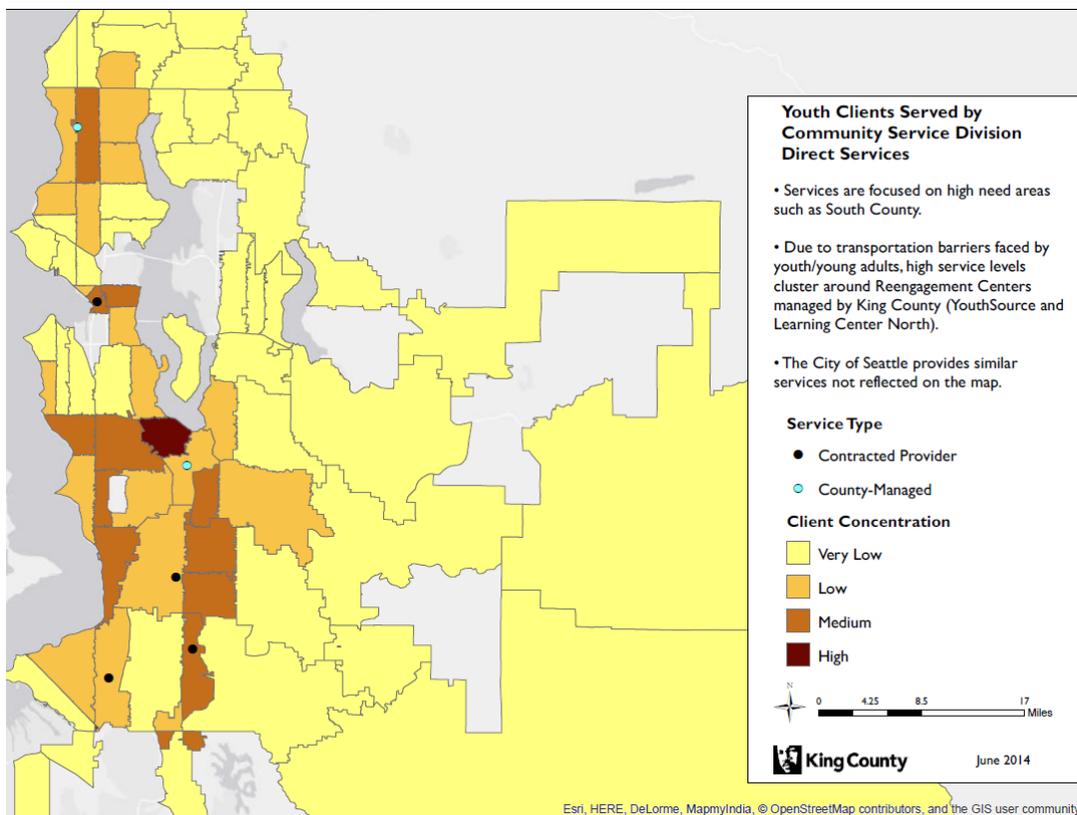
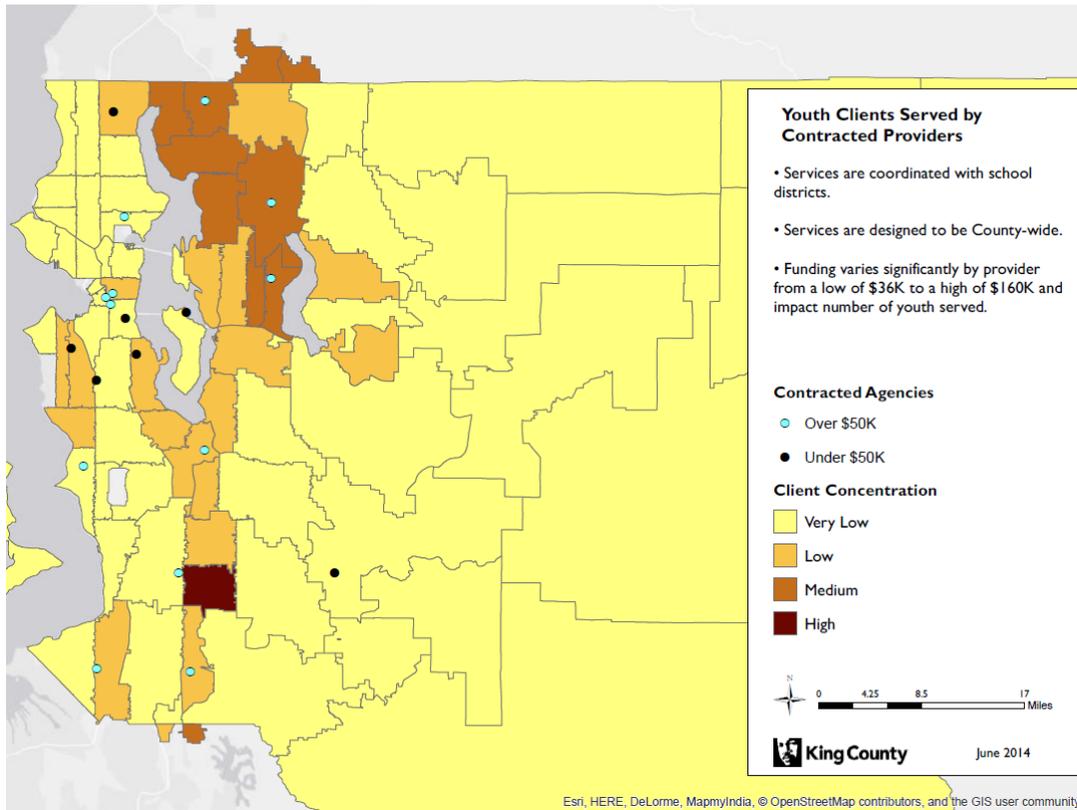
While serving a large number of youth of color, most of those youth are not refugee and immigrant youth. This is largely due to lack of services around English as a Second Language and the high percentage of youth who need to achieve a secondary credential to meet federal performance measures. This statistic was not tracked effectively until 2007.

<sup>7</sup> Youth of color is defined by youth self-report at enrollment and based on the following options: White, African-American, Hispanic/Latino, Native American/Alaskan, Asian, Native Hawaiian/Pacific Islander and Multi-Racial.

APPENDIX – Geographic Distribution of Adult Clients Served by EER



APPENDIX (cont.) – Geographic Distribution of Youth Clients Served by EER



**ESJ Demographic Profile – Mental Health, Chemical Abuse and Dependency Services (MCHADSD)**

Contextual data on substance abuse and mental health provides are a better basis for assessing disparate need for services/ parity of service access than comparing service numbers to population level data alone.

Data Sources: King County specific adult data are from the Washington State and national Behavioral Risk Factor Surveillance System (BRFSS). The BRFSS is a random telephone interview survey of non-institutionalized adults ages 18 and older that has been conducted in King County every year since 1987. It is conducted in English and Spanish, which creates limitations on understanding need among groups who do not speak either of these languages or who are less likely to have landline phones (poor people/young people/immigrants.) The bi-annual Washington Healthy Youth Survey provides much of the county youth data. More detailed county information is available at [www.communitiescount.org](http://www.communitiescount.org) and at <http://www.kingcounty.gov/healthservices/health/data/indicators.aspx>. Please note the numbers of American Indians in the sample were too small for their rates to be included in some of this data, even though their rates of some of the following problems may be considerable. Statewide data is from the federal Substance Abuse and Mental Health Services Administration (SAMHSA) 2013 Behavioral Health Barometer, which uses data from the National Survey of Drug Use and Health (NSDUH). More detailed information is available at [www.samhsa.gov](http://www.samhsa.gov).

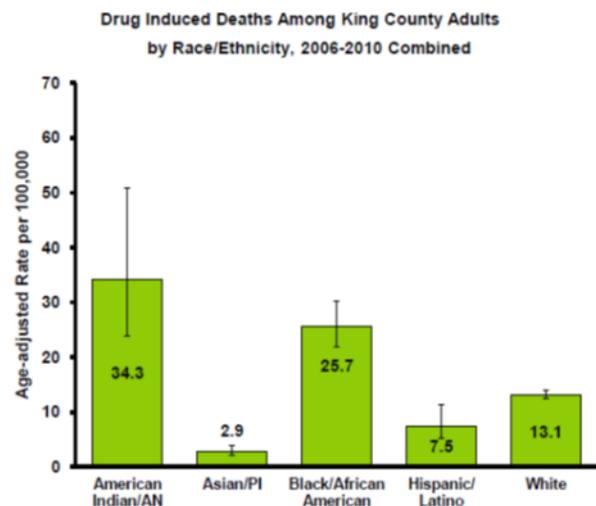
**Drug and Alcohol Prevalence Data**

Drug and Alcohol Use Washington State 2008-2012

- 11.3 percent of Washington youth reported illicit drug use in the prior month
- 2.7 percent of youth and adults age 12 or over were dependent on or abused illicit drugs within prior year
- **Only 13 percent of those with illicit drug dependence/abuse received treatment**
- 7.4 percent of youth and adults age 12 or were dependent on or abused alcohol during the prior year
- **Only 8.8 percent of those with alcohol abuse/dependence received treatment**

***King County Drug Use Impact***

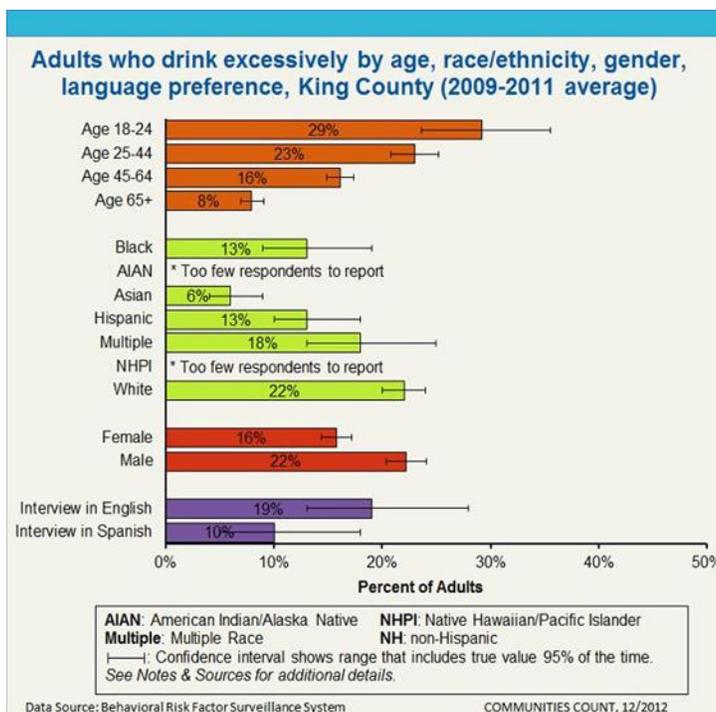
- The average rate of drug induced deaths from 2006-2010 was 11.9 per 100,000 residents.
- Drug induced death rates per 100,000 ranged from a low of 3.8 on Mercer Island to highs of 59.6 in downtown Seattle and 27.8 in North Highline.
- Drug-induced death rates varied significantly by race, with the highest rates among American Indians (34.3) and Blacks (25.7).
- Between 2009 and 2012 the percent of individuals seeking detox who were under the age of 30 increased from less than a quarter to more than a third of total admissions. Among those under 30, heroin use went from being the reason for <40 percent to nearly 80 percent of detox admissions.



Data Source: Washington State Department of Health, Center for Health Statistics Death Certificates. Produced by: Public Health - Seattle & King County, Assessment, Policy Development & Evaluation, 10/12

**King County Alcohol Use**

- Alcohol induced deaths occurred at a rate of 9.4 per 100,000 King County residents for this same time period.
- There were similar trends as in drug-induced deaths, with American Indians having the highest alcohol-induced death rates, followed by Blacks.
- Geographically, Mercer Island (<1 annually) and Bellevue had the lowest rates of alcohol-related death and downtown Seattle the highest.
- Averaging data from 2009 through 2011, 19 percent of [King County adults](#) were excessive drinkers.
- Asians were significantly less likely to drink excessively than all other racial/ethnic groups except Blacks.



- Heterosexual adults (19%) were less likely to drink excessively than those who were lesbian, gay, bisexual, or transsexual (27%).
- Asian teens reported the lowest rate (15%) of using alcohol in the past 30 days. Highest use was reported by American Indian teens (32%), followed by Hispanics (30%), then blacks (24%)

**Alcohol and Drug Treatment Penetration and Unmet Need**

- Approximately 1,795,000 King County residents are age 12 or older. Roughly one quarter of residents live below 200 percent of poverty- 448,750 people. Extrapolating from statewide estimates of alcohol and drug dependency/abuse, approximately 11.5 percent, or 51,606 could benefit from publicly supported alcohol and/or drug treatment. This figure is likely higher as national estimates indicate higher substance abuse rates in the traditional Medicaid-eligible population, of about 14 percent.<sup>8</sup>
- In 2013, we served at least 13,493 unduplicated individuals, close to a quarter of residents who would meet income and clinical criteria. This is about 800 individuals fewer than we served in 2011 and 2012.

**Mental Illness Prevalence Data**

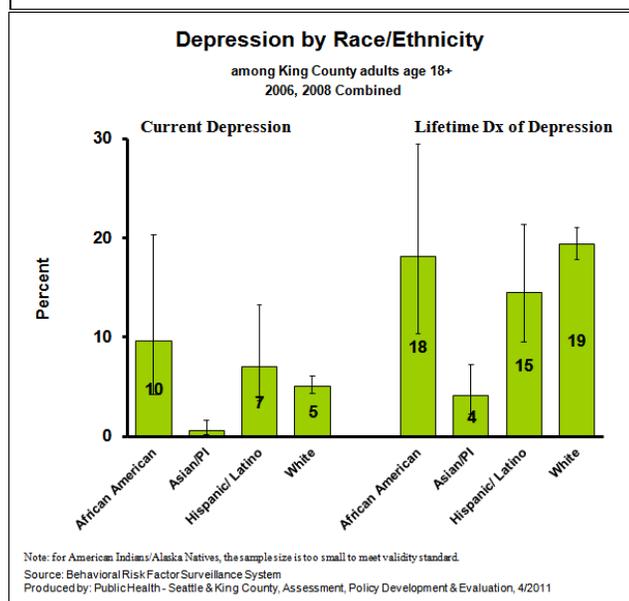
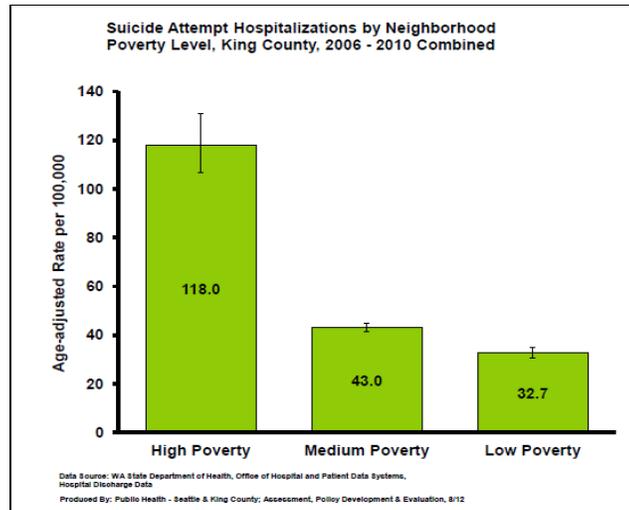
Mental Illness Indicators Washington State 2008-2012

- 10.4 percent of youth aged 12-17 reported having had at least one major depressive episode during the prior year.
- Only 38.1 percent of youth with a major depressive episode received treatment
- 5.7 percent of adults had past year *serious* mental illness
- 44.7 percent of adults with *any* mental illness received treatment

<sup>8</sup> Edelman, P., Mental and Substance Use Disorders Among Medicaid Recipients: Prevalence Estimates from Two National Surveys, [Administration and Policy in Mental Health and Mental Health Services Research](#), November 2003, Volume 31, [Issue 2](#), pp 111-129

**King County Mental Illness**

- Six percent of adults report being depressed now and 16 percent report ever having been depressed. Depression rates varied by Race/Ethnicity.
- Whites have the highest suicide rate of all racial/ethnic groups
- Low income individuals have higher hospitalization rates for suicide attempts than others.



**Unmet Need and Service Penetration Rates**

- Crisis services and in-patient psychiatric hospitalizations are available to all county residents regardless of income. Treatment services have primarily been available to the Medicaid population, with some low income Medicaid-ineligible residents receiving services supported via the MIDD, and, prior to the 2010 state budget cuts, with state-only funds. Disability rates, including disability due to mental illness is significantly higher in the Medicaid population. National estimates are that 43 percent of the Medicaid population has Mental Illness. There are no estimates available now on severe mental illness in this population.
- Our mental health services penetration rate of the traditional Medicaid population is about 11 percent. It is about three percent of the newly eligible Medicaid population.

*Consider Individuals with Substance Use Disorder/Mental Illness as an ESJ Population*

- Nationally, individuals with mental illness have a life expectancy that is 25 years shorter than individuals who don't have mental illness.
- A global meta-analysis of life expectancy studies found that individuals who used particular drugs or had specific mental illness diagnoses had mortality risks up to 20 times higher than the general population and 7.7 times higher than heavy smokers (see Table 4)<sup>9</sup>.
- Stigma prevents more individuals from engaging in self-advocacy and makes this group an easy group to target for budget cuts.
- Since the 2010 state budget cuts that forced cuts to crisis services that prevent hospitalization county psychiatric hospital prevention services, boarding has increased 355 percent, from 695 in 2010 to 2470 in 2013. A Pierce County judge recently ruled that boarding is a civil rights violation.

**Table 4** Mortality risk in specific mental disorders compared to heavy smoking

Diagnosis	All-cause mortality (risk compared with the general population)	Prevalence ratio (risk compared with that for heavy smoking)
Post-partum psychiatric admission (at 1 year) (53)	19.5	7.7
Opioid use (6)	14.7	5.8
Amphetamine use (15)	6.2	2.4
Cocaine use (16)	6.0**	2.4
Anorexia nervosa (17)	5.9	2.3
Disruptive behaviour disorder* (34)	5.0***	1.9
Methamphetamine use (35)	4.7	1.8
Acute and transient psychotic disorder (36)	4.7	1.8
Alcohol use disorder (19)	4.6	1.8
Personality disorder (37)	4.2	1.7
Intellectual disability (moderate to profound) (39)	2.8	1.1
<b>Heavy smoking (22)</b>	<b>2.6***</b>	<b>1.0</b>
Schizophrenia (1)	2.5	1.0
Bipolar disorder (40)	2.2**	0.8
Bulimia nervosa (17)	1.9	0.8
Eating disorder NOS (17)	1.9	0.8
Adults with childhood ADHD (41)	1.9	0.8
Depression (25)	1.6	0.6
Dysthymic disorder (27)	1.4	0.6
Comorbid anxiety/depression (42)	1.4	0.6
Cannabis use (28)	1.2*****	0.5

ADHD – attention-deficit/hyperactivity disorder, NOS – not otherwise specified  
 \*Mainly consists of conduct disorder and oppositional defiant disorder, \*\*mid-point of range, \*\*\*mean value of male and female mortality

<sup>9</sup> Chesney, E., Goodwin G., Fazel, S., Risks of All-Cause and Suicide Risk Mortality in Mental Disorders: a Meta-Review, *World Psychiatry* 2014;13:153-60

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**MCHADSD Service Information**

Total MHCADSD Individuals Served\*

	<b>2011</b>			<b>2012</b>			<b>2013</b>		
	<b><u>MH</u></b>	<b><u>SUD</u></b>	<b><u>MIDD</u></b>	<b><u>MH</u></b>	<b><u>SUD</u></b>	<b><u>MIDD</u></b>	<b><u>MH</u></b>	<b><u>SUD</u></b>	<b><u>MIDD</u></b>
Adult	32,018	13,002	18,338	32,740	13,195	19,452	33,524	12,520	21,478
Child/Youth	10,663	1,221	10,919	11,201	1,066	11,962	11,616	973	12,529
<b>Total</b>	<b>42,681</b>	<b>14,223</b>	<b>29,257</b>	<b>43,941</b>	<b>14,261</b>	<b>31,414</b>	<b>45,140</b>	<b>13,493</b>	<b>34,007</b>
<b>Annual total all services</b>		<b>86,161</b>			<b>89,616</b>			<b>92,640</b>	

NOTES:

\*SUD figures exclude individuals receiving detoxification services (2,432 in 2012) sobering center services (1,999 in 2012), and prevention services not funded through MIDD. Some criminal justice programs are also excluded. MIDD figures exclude individuals served with “supplanted funds.”

Service expansion has been possible primarily due to the MIDD.

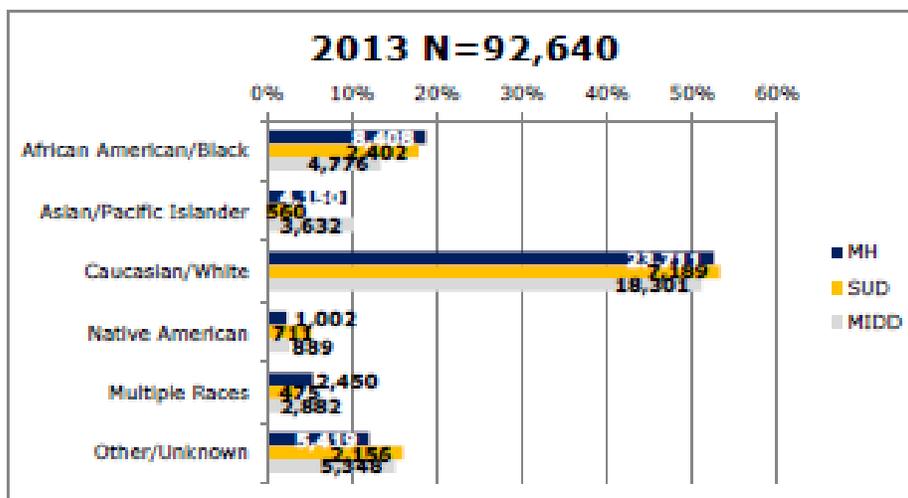
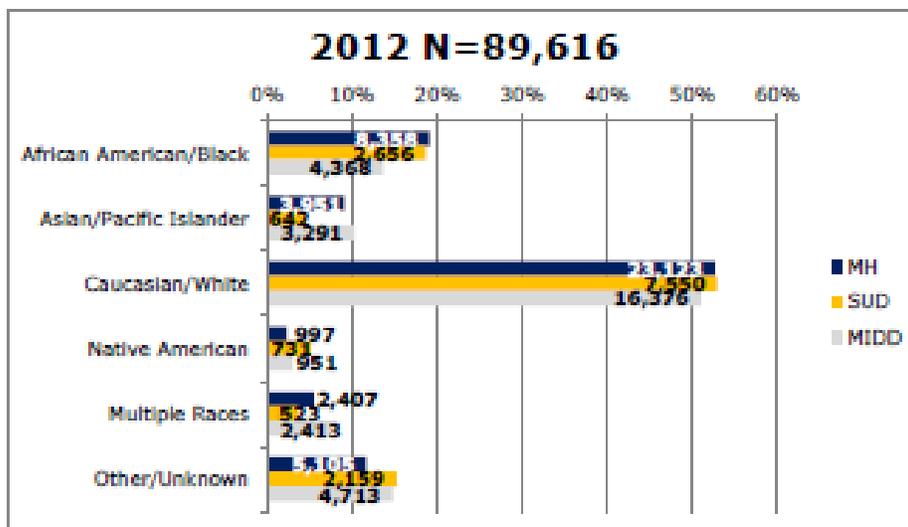
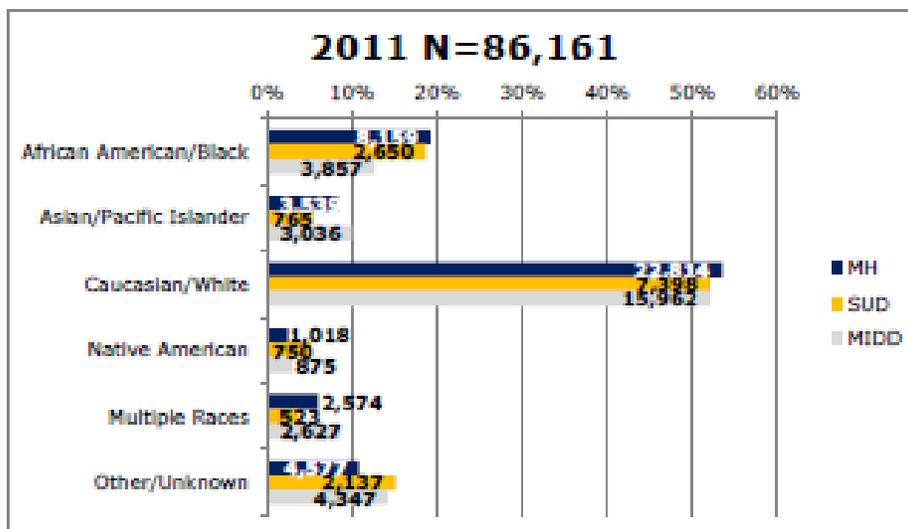
No county general funds support mental health or substance use services.

MH=Mental Health

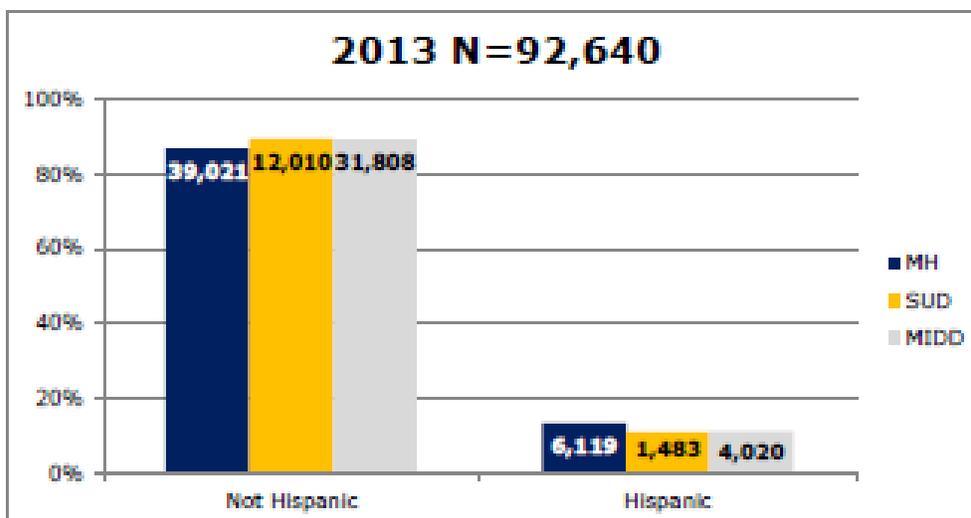
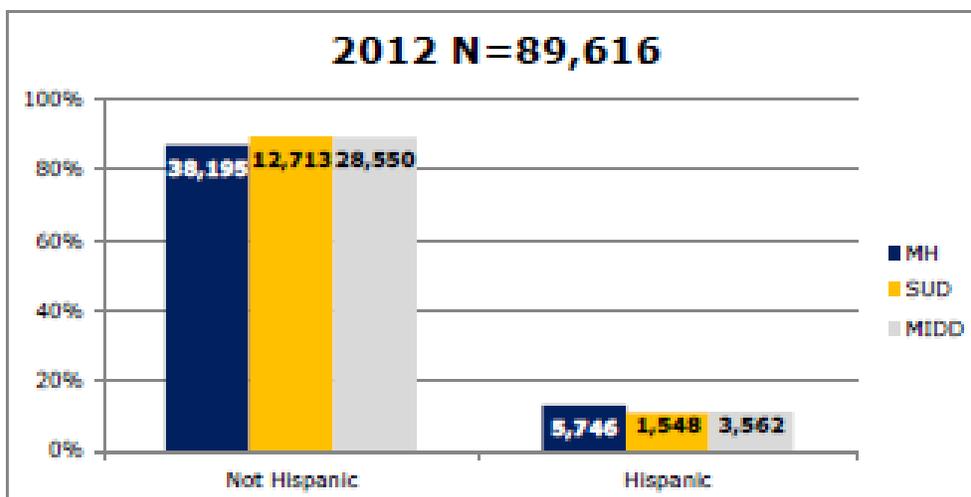
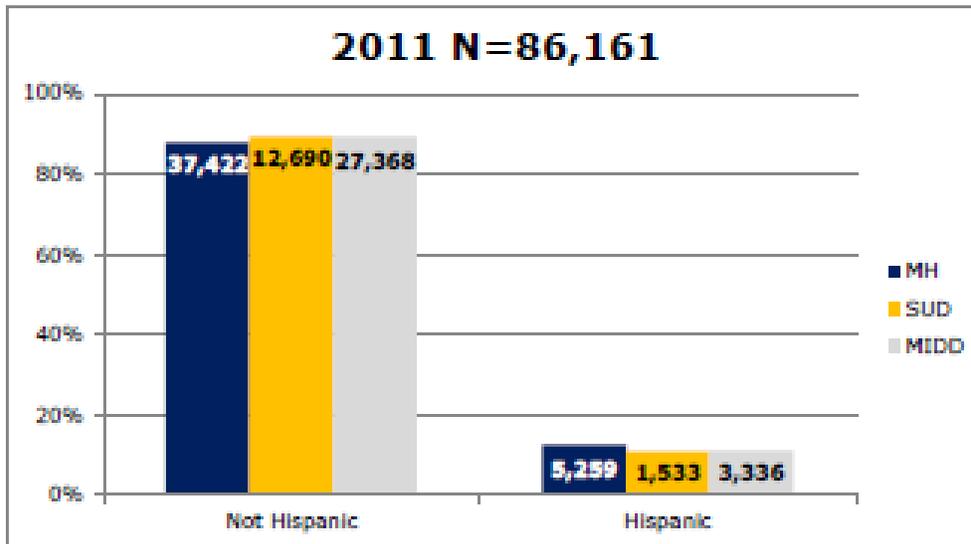
SUD=Substance Use Disorder

MIDD= 1/10<sup>th</sup> of 1% sales tax for mental illness and drug dependency services

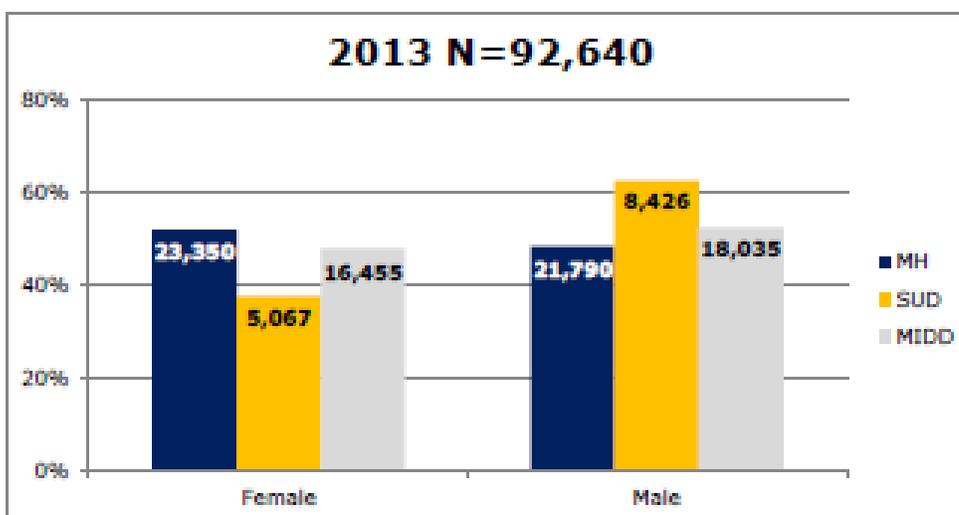
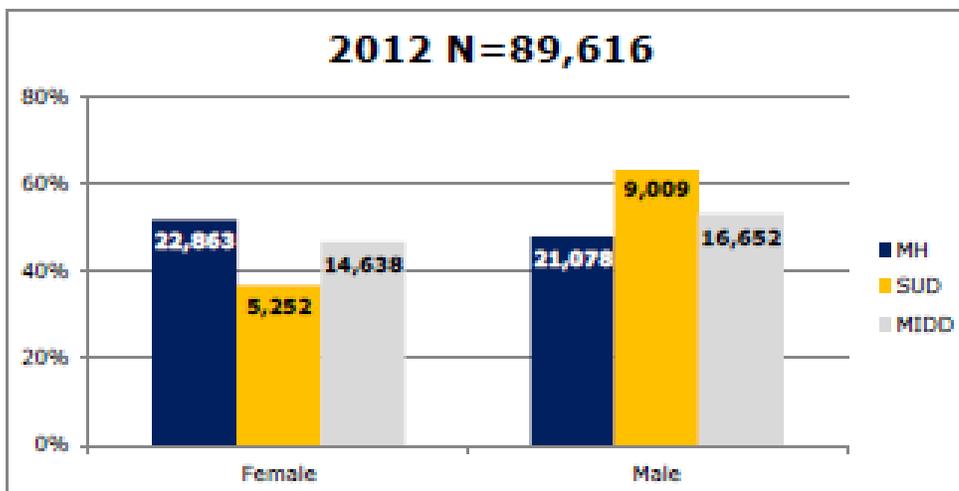
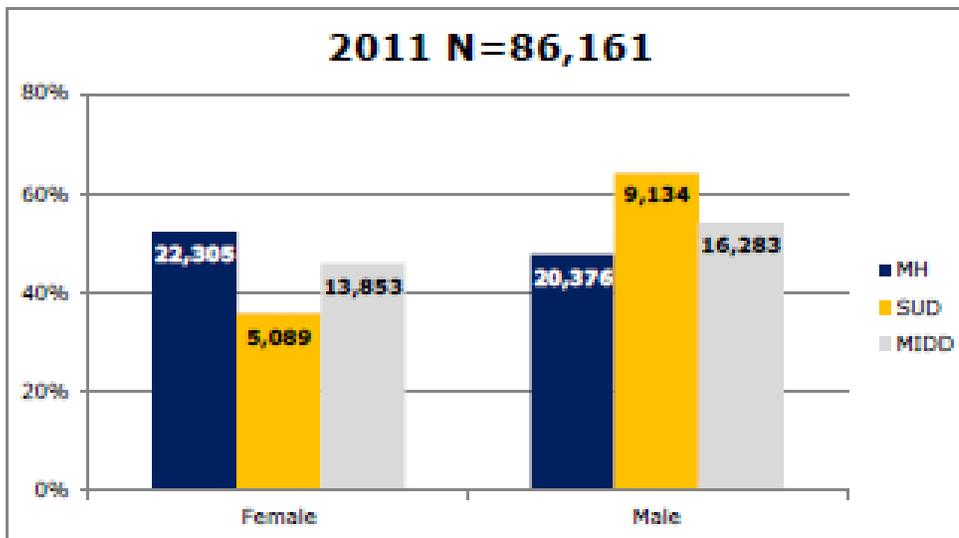
MHCADSD Services by Race 2011-2013



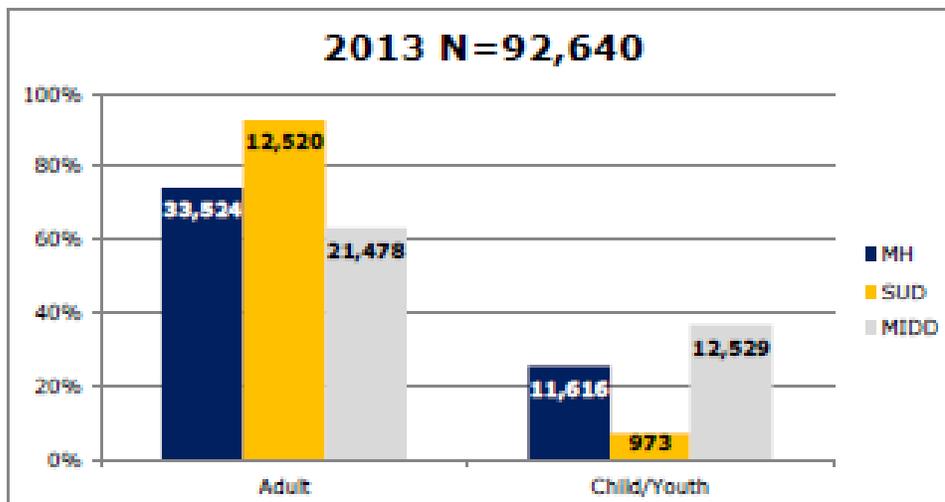
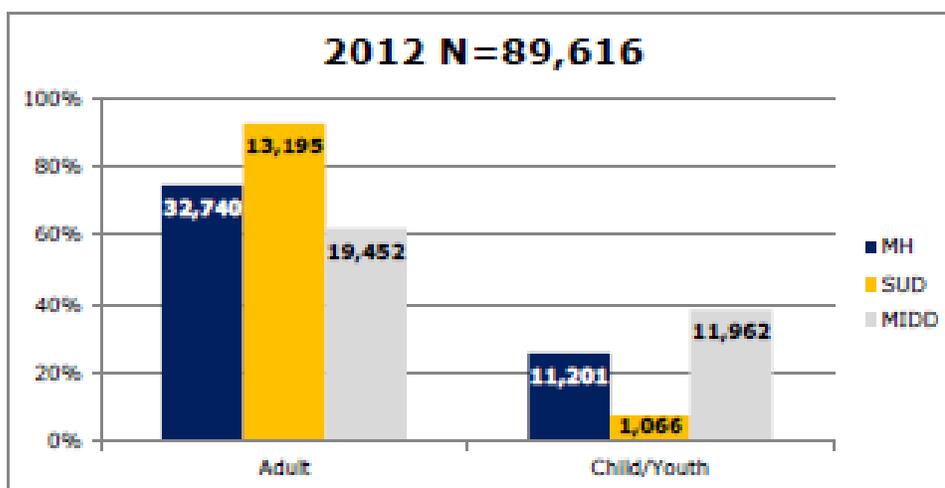
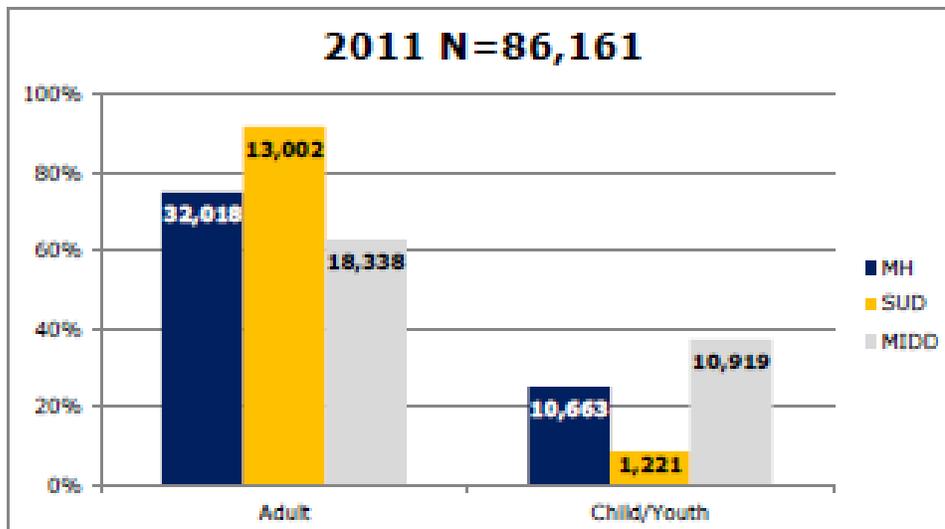
**MHCADS Services by Hispanic Origin 2011-2013**



MHCADSD Services by Gender 2011-2013



MHCADSD Services by Age 2011-2013



**ESJ Demographic Profile –Public Health – Seattle-King County**

**Public Health Seattle-King County and Equity and Social Justice**

Public Health - Seattle & King County aims to protect and improve the health and well-being of all people in King County. Along these lines, Public Health provides a wide range of inclusionary services and functions, such as restaurant and drinking water inspections, hazardous waste disposal, communicable disease control, immunizations, chronic disease and injury prevention programs, health education and promotion, emergency preparedness, pandemic flu and disaster planning, family planning, maternal and child health programs, and clinical health services for low-income and uninsured residents.

Based on King County’s Strategic Plan, the Equity & Social Justice ordinance and the Public Health Operational Master Plan (with the principles of “driven by social justice” and “center on community”), equity is central to the mission of the department. Public Health employs strategies, policies and interventions to reduce health inequities across its lines of business of health protection, promotion and provision. Equity is woven into budget decision-making, program planning, grant making and seeking, collaborations and community engagement, and organizational practices such as human resources.

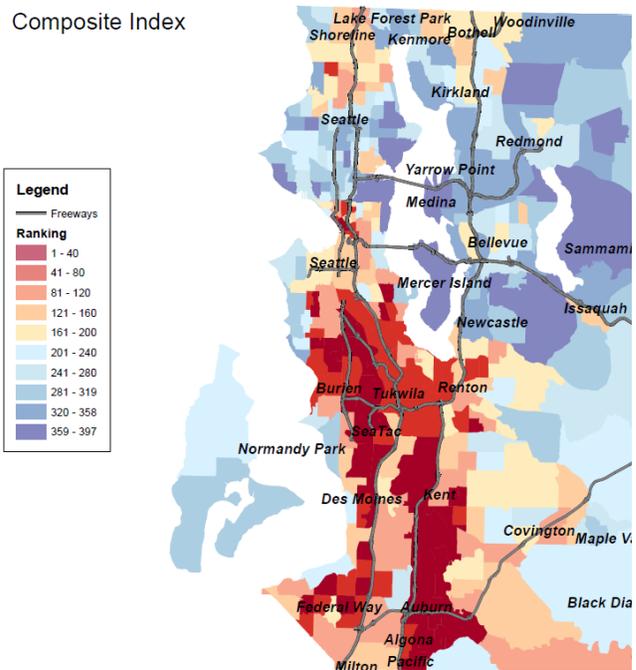
**Health Disparities across King County**

Although King County has a strong economy and ranks high on national indicators of health and well-being, on nearly every health issue, inequities persist by race, income, and place (Table 1). In King County – as across the nation – race, income, language, and education are predictors of the neighborhoods where people live, how they live, and when they die.

**Table 1. King County Health and Social Measures**

Measures	Dark red - Lowest 10%	Dark blue - Highest 10%
Life expectancy	74 years	87 years
<b>Health, broadly defined:</b>		
Adverse childhood	20%	9%
Frequent mental distress	14%	4%
Smoking	20%	5%
Obesity	33%	14%
Preventable hospitalizations	1.0%	0.4%
<b>Housing:</b>		
Poor housing condition	8%	0%
<b>Economic opportunity:</b>		
Low-income, below 200%	54%	6%
High Unemployment	13%	3%

**Figure 1. King County Health and Social Measures by Census Tract**



As displayed in Figure 1, specific areas in the southern part of the county and south Seattle, along with small pockets in the east and north regions of the county, generally fare worse across a multitude of health and social measures than other geographic areas. As one example, King County residents live an average of 81.9

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years, several years longer than the national average of 78.6 years. However, life expectancy in the county varies by almost 10 years depending on zip code. South Auburn residents live an average of 76.7 years; west Bellevue residents live an average of 86 years. Other health and social indicators reflect similar patterns of inequity, such as housing quality, alcohol-related deaths, obesity, lack of health insurance, and smoking.

While some communities are impacted more than others, the leading risk factors and causes of illness affect everyone and call for collective action. Each region of the county is impacted by health, economic and social issues, and each region has unique assets and resources to address them.

### **Significant Budget Challenges with Potentially Large ESJ Implications**

Over the years, Public Health has faced a persistent threat of budget challenges in the Public Health fund driven by a long-term structural gap in its funding. This structural gap is largely the result of federal and state funding not keeping pace with the cost of providing patient care. While in recent years Public Health has used one-time reserves, staffing reductions, and other efficiencies to balance its budget, the problem has been accelerated by cuts to state and federal funding - including changes in federal reimbursement policy for Medicaid Administrative Claiming (MAC) (formerly Medicaid Administrative Match), which is down from a high of \$14 million per year to less than half that amount.

In the 2015/2016 biennium, the Public Health fund faces a significant budget shortfall, requiring a cut of over 150 positions and \$44 million in the 2015/2016 biennium. Clients served by Public Health predominantly include children and low-income families, people of color and immigrant communities, and those who have limited English proficiency (LEP); consequently, any reductions of direct clinical services fall squarely on the county's most vulnerable populations.

### **Reductions Impacting Determinants of Equity**

The proposed reductions may have considerable negative impacts on a number of determinants of equity, as defined by the "fair and just" ordinance. The loss of programs will increase the disparities in access to critical services, and may further increase the already striking disparities in health outcomes. These cuts will adversely affect the following determinants of equity:

- Access to health and human services: As a result of the proposed closures of two Public Health Centers (PHCs) and reductions in Family Planning Health Educators, Access & Outreach and Nurse Family Partnership, there will be greater inequity in access to health and human services across King County and particularly in south King County where there is the greatest need.
- Access to affordable, healthy, local food: The proposed closures of two PHCs will greatly reduce access to Special Supplemental Nutrition Program for Women, Infants and Children (WIC), which provide monthly payments for healthy food for low-income pregnant women and children aged five-years and younger.
- Early childhood development: Maternity Support Services (MSS) lays the ground work for long-term health for new mothers and their children. Infant Case Management (ICM) helps families access medical, social, educational, and other services for high-risk infants.
- Family wage jobs and job training: In total, the program reductions would result in the loss of over 160 family-wage jobs including 36 at the Auburn clinic and nine at the Northshore clinic.

### **Guiding Principles under Severe Budget Constraints**

Addressing health disparities and inequities is critical to assuring the health of all King County residents. In determining the use of limited resources, Public Health and the Executive first prioritized the services that only the department provides. With the remainder of flexible funding, equity and social justice impacts and return on investment for health outcomes were considered with a focus on assuring the provision of critical

## EQUITY AND SOCIAL JUSTICE

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population-based services while also maximizing the number of individual clients that may receive direct clinical services.

This approach is embodied in the following guiding principles used in this decision-making process:

- Protect, to the extent possible, public health capabilities King County needs now and in the future to create health and opportunities for individuals and communities to realize their full potential:
  - Successful programs that prevent illness, injury and premature death
  - Emerging programs that confront the biggest health challenges of the future: increased chronic disease rates and entrenched gaps in health disparities
  - Critical community-wide services that only Public Health can provide, such as access to accurate, timely, and understandable data; information on the health status of King County and public health practices to improve health; communication of vital public health information; and, evaluation of the effectiveness of the County's public health programs, policies, and systems.
- Preserve Public Health's ability to implement the Health and Human Services (HHS) transformation plan, including adapting its direct clinical service provision to reforming health system needs and aligning available revenue with the most important services for vulnerable individuals and low income pregnant women.
- Maximize the number of individual clients that may be served countywide through leveraging remaining funding and partnerships.
- Take commensurate reductions in central administrative and support staff.

The following sections provide deeper ESJ analyses of the proposed budgetary actions with the greatest equity and social justice impact across King County.

### ***Prioritizing the Health of Vulnerable Populations through Partnerships***

The Executive and Public Health have leveraged key partnerships with the cities of Federal Way and Seattle – as well as with other regional health care providers and healthcare professionals' labor partners – to retain services offered at the Federal Way and Greenbridge (White Center) PHCs. In doing so, Public Health will continue to serve nearly 22,300 clients countywide through MSS/ICM and WIC services and address growing health inequities.

Of the 22,300 clients continued to be served:

- 93% or higher have incomes below 200% of the Federal Poverty Level
- 78% are people of color
- 9% are homeless
- 58% of family planning clients are uninsured
- 18% of pregnant women served by MSS indicate drug/alcohol involvement
- 14% of all visits require an interpreter

Further, the Executive and Public Health are collaborating with the City of Seattle to keep two essential services: gun violence and HIV/STD prevention. Retaining Public Health's Gun Violence Prevention and Child Death Review program will ensure ongoing work that educates the community on safe firearm storage and suicide prevention, and advances research on the impact of firearms to King County's children and youth. The HIV/STD program will continue to support important communitywide efforts for HIV/STD case-finding and early treatment, building a stronger program of integrated surveillance, and sustaining needle exchange through health education and promotion activities.

Public Health also proposes to transition primary care services to other community health care providers in order to maintain these crucial health services to the greatest extent possible for the community's most marginalized populations. These transitions will double the capacity for primary care in the north end of Seattle from the current state of 7,000 annual clients to the future state of 14,000 annual clients at a new integrated site – the Meridian Center for Health. North Seattle is among the areas in King County with the greatest need for community health services; in recent years, the Northgate area has grown in ethnic diversity and is home to many recent immigrants and refugees as well as many families living in poverty. The Meridian Center will provide culturally competent services to an increased number of families, a proportion of which currently lack access to health care.

### **Clinic Closures and Clinic-based Program Reductions**

#### ***Proposed Clinic-based Program Reductions***

##### Impacts of Reducing Maternity Support Services

The proposed closing of the Auburn and Northshore PHCs will significantly reduce MSS and WIC services by 17 percent, causing widespread ESJ impacts across King County. MSS provides wrap-around services to Medicaid-eligible expectant and new mothers at a critical time, to supplement prenatal medical visits and include assessment, education, intervention and counseling provided by an interdisciplinary team of nurses, dietitians, social workers and community health workers. Services are provided to pregnant and post-partum women and their infants, based on levels of risk for adverse health outcomes.

MSS prevents expensive hospitalizations and reduces future ongoing expenditures for adverse health outcomes. Studies indicate that mothers enrolled in MSS have a lower risk of having low birth weight babies, a major factor in infant deaths. The measurable impact of MSS on minority women—the vast majority of women served—is pronounced:

- Hispanic mothers in the program experience 20% fewer low birth weights, and
- African American mothers experience 50% lower birth weights.

The eight PHC sites that would remain open will have limited capacity to meet the increased demand for MSS and WIC services as a result of the closures, and there are no community partners to absorb the unserved MSS clients. MSS clients often rely on public transportation to get to appointments and are less likely to access services when they have to travel far distances.

Further, low reimbursement rates for non-Federally Qualified Health Centers (FQHCs) and the administrative burden of MSS have led many providers across the state, including in King County, to not provide MSS. As a result, low-income pregnant women will be at higher risk for poor birth outcomes and there will likely be increases in maternal and infant morbidity and mortality.

Public Health provides 94% of all MSS/ICM visits in King County, serving about 30,000 unduplicated women and infants (at current 2014 capacity). It is unlikely that other providers would fill the gap in MSS services in Auburn if the Auburn clinic closes.

Of the 9,063 Medicaid births in King County in 2012,

- 86% received MSS;
- the average age of Medicaid women giving birth in King County is 28 years of age;
- 2% of Medicaid women giving birth in King County are less than 18 years of age; and
- the proportion of infants who had low birth weight born to women on Medicaid in King County was 5.5% – lower than the state rate of 6.0% for infants born to women on Medicaid and the national Healthy People 2020 target of 7.8%.

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### **Proposed Decreased Caseload for Nurse Family Partnerships Program**

Nurse-Family Partnership (NFP) is a community health program that helps transform the lives of young, low-income mothers pregnant with their first child. NFP goals are to improve pregnancy outcomes, improve child health and development, and improve parent's economic self-sufficiency. This is achieved by Public Health nurse visitations to clients' homes approximately twice a month, from early pregnancy through the first two years of the child's life.

The Executive Proposed budget proposes the elimination of two Public Health Nurse positions in the Nurse Family Partnership (NFP) program which serves King County outside of Seattle; this would reduce the caseload from 325 NFP clients to 275 in King County. (The City of Seattle will provide funding for services within the city.) As a result of this cut, 50 low-income first-time pregnant women will not be able to receive NFP services. Mothers will be at risk for poor pregnancy outcomes and economic instability, while their children will have higher risks for poor birth outcomes and other socioeconomic factors that impact cognition and early childhood development.

In most areas where Public Health retains MSS/WIC services, young women who will not have NFP access will still be provided MSS/WIC services. However, in south King County, if the Auburn PHC closes, MSS/WIC services would not be available in this community.

In total, the King County NFP program currently has the capacity to serve about 700 high-risk families per year. NFP clients are some of the most vulnerable residents of King County.

- 60% of NFP clients are Hispanic and nearly 25% are Black/African American.
- Mothers in NFP fall into the following age groups:
  - <15 years old (about 4%)
  - 15-17 (43%)
  - 18-19 (33%)
  - 20-24 (19%)
- The medium household income is \$9,000.
- A 27% of NFP clients receive food stamps, 80% are on Medicaid, 18% are on TANF, and almost 80% receive WIC.
- Many NFP clients are homeless or in unstable housing situations when they enter the program.

### ***Proposed Closures of Two Public Health Centers***

Nearly 13,220 of Public Health's clients will be drastically impacted by the potential closures of the following two Public Health Centers (PHCs). The PHC closures will result in the loss of 45 family-wage jobs, at Auburn PHC (36 jobs) and at Northshore PHC (9 jobs).

#### **Auburn Public Health Center Closure**

The 2015/2016 Executive Proposed Budget assumes the closure of the Auburn PHC. Auburn PHC and satellites serve South and South East King County communities, which are among the highest risk areas in King County for community health indicators such as uninsured, life expectancy, adolescent birth rate, and stroke and heart disease deaths. Residents of south Auburn have a life expectancy of 76.7 years compared to that of west Bellevue residents at 86 years. (Source: PHSKC Public Health Data Reports website)

Of Auburn PHC's approximately 10,700 clients:

- 97% have incomes below 200% of the Federal Poverty Level
- 61% are people of color

## **EQUITY AND SOCIAL JUSTICE**

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- 11% are homeless
- 81% receive MSS/ICM and WIC services
- 51% of family planning clients are uninsured
- 29% of pregnant women served by MSS indicate drug/alcohol involvement

In addition, 11% of all visits require an interpreter.

### **Northshore Public Health Center Closure**

The 2015/2016 Executive Proposed Budget assumes the closure of the Northshore PHC.

If the Northshore PHC closes, some services will transfer to Eastgate Public Health Center. It is important to note that, while the Northshore PHC would close, its MSS/WIC satellite clinics at HealthPoint in Bothell and Hopelink in Carnation would remain open and become satellites of Eastgate Public Health Center, preserving services for about 1,680 WIC and MSS clients.

Closing Northshore PHC will negatively impact approximately 2,520 clients.

Of Northshore's PHC's total 4,200 WIC/MSS clients:

- 93% have incomes below 200% of the Federal Poverty Level
- 62% are people of color
- 8% are homeless
- 21% of pregnant women served by MSS indicate drug/alcohol involvement

In addition, 12% of all visits require an interpreter.

### **ESJ Demographic Profile –Metro Transit**

King County and Metro are committed to promoting equity and social justice as part of their day-to-day work. This chapter outlines how Metro implements these principles in the service it provides to the residents of King County.

#### **Metro’s strategic plan and service guidelines**

One of eight goals in Metro’s Strategic Plan for Public Transportation 2011-2021 is to provide equitable opportunities for people from all areas of King County to access the public transportation system. Under this direction, Metro strives to provide access to jobs, education, and other destinations for all constituents, particularly those who have been historically underserved (people with low incomes, students, youth, seniors, people of color, people with disabilities, limited English proficiency, and others with limited transportation options).

In the service guidelines that are part of the strategic plan, social equity is one of three priorities that are considered when plans are made to allocate, maintain and reduce service. When setting target service levels for corridors in its All-Day and Peak Network, Metro takes into account the number of people who board buses in areas that have a relatively high concentration of low-income and minority residents.

Metro also ensures that social equity is a primary consideration in any reduction proposal, making sure that historically disadvantaged populations are not disproportionately impacted.

#### **Compliance with federal laws and regulations**

Metro complies with federal laws and regulations that require the public transportation system to be equitable, accessible, and just. The Americans with Disabilities Act (ADA) requires that Metro ensure equal opportunities and access for people with disabilities.

A 1994 executive order requires that all federal agencies include environmental justice in their missions. This means that Metro cannot disproportionately impact minority or low-income populations and must ensure full and fair participation by all potentially affected groups. Metro provides public transportation that adheres to these and other federal requirements. Metro regularly reports on its compliance with Title VI of the Civil Rights Act of 1964. These reports characterize impacts of service changes on marginalized populations.

To distinguish whether a minority or low-income census tract would be significantly impacted by proposed reductions, Metro’s analysis assumes that a reduction of 25 percent or more of a tract’s transit trips, or 25 percent or more of the service hours on a route, constitutes an “adverse effect.”

Metro classifies census tracts as minority tracts if the percentage of the population that is minority within a tract is greater than the percentage for King County as a whole. Based on Census 2010 data, 35.2 percent of the population is classified as minority within the county as a whole. Similarly, Metro classifies census tracts as low-income tracts if the percentage of the population classified as low-income (living at or below the poverty threshold) within a tract is greater than the percentage for King County as a whole. Based on the American Community Survey five-year average for 2007-2011, 10.5 percent of the population is classified as low-income within the county as a whole.

The September 2014 and February 2015 service reduction packages will affect the level of service provided to 306 of the 382 King County census tracts currently served by Metro. The low-income and minority characteristics of affected census tracts are provided in Table 1 below.

**Table 1. Low-Income and Minority Characteristics of Affected Census Tracts**

Service Change	Census Tract Classification				
	Total Census Tracts Affected	Minority & Low-income	Minority ONLY	Low-income ONLY	Neither Minority nor Low-income
September 2014	210	49	29	32	100
February 2015	219	74	31	38	76
All Service Changes	306	79	39	48	140

The determination as to whether the proposed reductions would have a disparate impact on minority populations was made by comparing changes in the number of Metro bus trips serving minority or non-minority census tracts. Similarly, the determination as to whether the proposed reductions would have a disproportionate burden on low-income populations was made by comparing changes in the number of Metro bus trips serving low-income and non-low-income census tracts.

Cumulative impacts were analyzed for the September 2014 and February 2015 service changes and are summarized in Tables 2 and 3 below. Metro’s analysis indicates that the cumulative impacts following the February 2015 service change would not have a disparate impact on minority populations nor a disproportionate burden on low-income populations.

**Table 2. Impacts of the September 2014 and February 2015 Service Changes on Low-Income Populations**

Category <sup>2</sup>	Tracts with Adverse Effects <sup>1</sup>	% of tracts adversely affected	% of tracts system-wide	Difference	Disproportionate Burden <sup>3</sup> ?
Low-Income	27	36%	38%	-2%	NO
Non-Low-Income	47	64%	62%		
Total	74	100%	100%		

**Table 3. Impacts of the September 2014 and February 2015 Service Changes on Minority Populations**

Category <sup>2</sup>	Tracts with Adverse Effects <sup>1</sup>	% of tracts adversely affected	% of tracts system-wide	Difference	Disparate Impact <sup>4</sup> ?
Minority	22	30%	44%	-14%	NO
Non-Minority	52	70%	56%		
Total	74	100%	100%		

### Notes for Tables 2 and 3

1. An adverse effect is defined as a reduction of 25 percent or more in trips per week.
2. Tracts are classified as low-income or minority when the percentage of low-income or minority persons in the tract is greater than the percentage of low-income or minority persons in the county as a whole.
3. A disproportionate burden occurs when the percentage of low-income tracts with adverse effects is more than 10 percentage points greater than the county-wide percentage of low-income tracts.
4. A disparate impact occurs when the percentage of minority tracts with adverse effects is more than 10 percentage points greater than the county-wide percentage of minority tracts.

### **Services and programs**

Metro has a number of services and programs that serve and provide opportunities for disadvantaged populations. These include:

**Access** – The Access program, Metro’s paratransit service, meets and exceeds the ADA mandate to provide service that is comparable to fixed-routes service for people with disabilities that are unable to use the fixed-route system. Currently Metro provides a higher level of service than mandated by providing service outside the times and areas that fixed-route bus service is provided.

Access is one of the most expensive services that Metro provides. Metro will continue to look at the levels of service mandated by ADA and review options for managing demand for the service. The Executive is not proposing any changes in Access service in the 2015/2016 Proposed Budget.

The ADA mandates that the fare for paratransit service cannot exceed two times the fare for adult bus travel. The King County policy for Access fares is that the fare should reach parity with the one-zone adult bus fare. Access fares will increase 50 cents in 2015 to \$1.75, while the regular adult fare will increase \$0.25 to \$2.75.

**Community Access Transportation Program (CAT)** - CAT is an alternative to the more expensive Access service. Metro provides vans and support to community groups and others that provide travel options for disabled and elderly people.

**Job Access and Reverse Commute Program** –This program provides community van programs to transport low-income clients to training or employment sites. The program leases vans to eligible groups, provides support for setting up programs, and offers incentives and subsidies for low-income individuals who participate in the vanpool or other programs. Federal grant funds in the biennial budget will support continuation and expansion of this program.

**Human Services Ticket Program** – Established in 1993, Metro’s Human Services Ticket Program sells bus tickets at a significant discount to human service agencies. The agencies then provide the tickets to their clients so they can get to shelters, medical appointments, job training/interviews, etc. This program is administered by the King County Department of Community and Human Services and the City of Seattle’s Human Services Department.

The program originally required participating human services agencies to pay 25 percent of the value of the tickets, and limited Metro’s subsidy to \$200,000 per year. The subsidy limit has been raised as fares have increased over the years. In 2001, the County Council approved reducing the percentage paid by human services agencies to 20 percent. The King County Code currently limits the total annual subsidy to \$1,875,000.

**Downtown circulator shuttle** – To reduce the impacts on low- and no-income populations of the elimination of the Ride Free Area in downtown Seattle, Metro assisted Solid Ground and the City of Seattle with operation of a free downtown circulator service in the downtown area. The City of Seattle fully funds this shuttle service. In 2013, the shuttle had more than 66,000 boardings; in 2014, there have already been over 33,000 boardings. The current agreement supports this service through 2017.

**Discounted fares** – Metro’s fare structure recognizes the income differences among segments of our society and provides lower fares for seniors, people with disabilities, and youth.

**Low-income fare program** – In February 2014, the King County Council approved fare increases and created a low-income fare that will take effect March 1, 2015. Including the 2015 increase, Metro’s fares will have gone up five times beginning in 2008, and the low-income fare will help mitigate the impacts on people who depend on Metro buses as their primary source of transportation.

The Council also established a task force to review and evaluate Metro’s plan to implement the new low-income fare. The task force completed its work in summer 2014, offering comments on plans to promote awareness of the low-income fare program to stakeholder communities and the process for establishing eligibility to participate in the program.

Throughout fall 2014, Metro will be working with agency partners on plans to conduct outreach and verify eligibility of program applicants. Metro will plan on providing those functions that are within their core competencies and will enter into agreements/contracts with human service agencies to leverage their skills and capabilities. Specifically, Metro will be responsible for procuring and preparing low-income ORCA fares and distributing them to partner agencies, producing marketing and outreach materials, conducting information campaigns, manage the process of replacing lost or stolen ORCA cards, and evaluate the program. To leverage human service agencies core competencies, Metro will issue an RFP to non-profit and government agencies for income verifications, low-income ORCA card distribution, and outreach/information services. In addition, Metro is developing an agreement with Public Health – Seattle & King County that leverages Public Health’s recent successful enrollment of thousands of King County residents for health care. Per that tentative agreement, Public Health’s Access and Outreach team will provide (1) outreach, income verification, and ORCA card distribution services and (2) coordinate the network of community-based non-profit and government agencies selected by Metro to verify applicants’ eligibility and distribute low income fare cards.

The low-income fare will be available only with an ORCA card, and successful implementation of the program will be essential for achieving Metro’s objectives for increasing use of ORCA cards and reducing fare payment with cash. Metro’s implementation plan includes outreach to community organizations and agencies that represent or serve people with low incomes. Outreach will focus on informing them about the program and engaging them in informing their constituents.

### **The Partnership to Achieve Comprehensive Equity (PACE)**

The Partnership to Achieve Comprehensive Equity (PACE) was launched in September of 2013 between the leaders of ATU Local 587, King County Metro, and Professional and Technical Employees Local 17. This initiative binds each organization to an enduring effort to build and enhance the processes, tools, and standards for advancing diversity and equal opportunity for all Metro employees. Committees made up of nearly 60 volunteer employees are currently working on six areas of focus:

- Recruitment and Selection Practices – assessing current recruitment and selection processes to identify barriers, problematic practices, and review policies and procedures related to recruitment and hiring practices.
- Discipline and Adverse Action - examining and recommending processes and training that assure a sensible disciplinary system that guard against disparate treatment and adverse impact.
- Communicate Progress – creating tools that will give equitable access to all staff to keep apprised of issues in the workplace and provide valuable feedback.
- Equal Opportunity - developing a plan for a Metro-focused equal opportunity infrastructure so that it can more directly support and address any equity issues within the agency.
- Customer Service and Customer Complaints - evaluating policies and procedures regarding the relationship between customer comments and complaints and disciplinary actions.

## **EQUITY AND SOCIAL JUSTICE**

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- Training and Workforce Development - developing an implementation plan to establish training and development resources. This would include recommendations regarding mentoring, career development resources, competencies, skills and experiences to support staff opportunities for advancement. A report on the progress made in the first year of PACE will be published by the end of the summer.

### **Next steps or other information needed**

Metro has conducted analysis to assess the impacts of service changes/reductions and fare increases on low-income and minority populations as well as the potential impacts of making changes to the current provision of Access paratransit services. There are, however, additional data that could be gathered and other analyses that could be performed to provide greater insight into the impact of Transit services on historically underserved populations. Currently, analysis is based on census tract data or county-wide American Community Survey data.

While perhaps not practical or politically feasible at this point, having more demographic data on actual riders by location/route would provide more insights when service changes are being considered. The current threshold for determining “adverse impact” is defined as a 25 percent reduction of trips or service hours; the impact to minority and low-income populations could be redefined using a lower percentage change. Alternately, there may be other data sources or analysis that could increase our understanding of potential impacts of service changes and fare increases to disadvantaged populations. Staff from the County Council, Executive Office, and Metro Transit will continue to discuss possible ways to improve analysis that are cost effective and provide greater insight into impacts.

## ***ESJ CONSIDERATIONS IN THE 2015/2016 PROPOSED BUDGET***

The following section highlights specific examples of ESJ considerations in the 2015/2016 King County Budget process and budgetary decisions.

### **ESJ Motion and Executive Order**

With the 2015/2016 Executive Proposed Budget, the Executive will transmit a motion calling for the advancement of Equity and Social Justice across the county’s practices and decision-making. The motion calls for the Office of Performance, Strategy and Budget to coordinate the development of a countywide Equity and Social Justice Strategic Innovation Priority (SIP) Plan, in collaboration with the ESJ Inter-Branch Team, county agencies and community partners and it outlines minimum requirements of SIP Plan; this legislation would require Council adoption.

In addition to the motion, the Executive will issue an Order that calls for development of the SIP Plan but also directs Executive departments to take actions to advance equity in King County practices in concurrence with the SIP Plan development. The actions outlined include increased coordination of ESJ efforts at county leadership levels, deepening awareness of ESJ issues at all levels of staff, and strengthening the ESJ lens in the county’s budget and planning efforts.

### **Countywide ESJ Leadership and Support with LEP Emphasis**

The 2015/2016 Proposed Budget includes dedicated funding for 1.5 FTEs in Public Health to continue to provide leadership of King County’s countywide ESJ efforts, plus funds for training and related costs. An opportunity fund to make small grants to agencies for ESJ activities is included. Funding is also provided to develop an ESJ Strategic Innovation Priorities Plan. And in response to the recommendations provided by the Limited English Proficiency (LEP) proviso Workgroup (noted in a previous section), an additional 1.0 FTE is funded to increase coordination of the county’s typically-siloed translation and translation services and outreach and engagement with LEP communities. Contract funding is included to help build capacity of community organizations that serve LEP populations.

### **Human Resources Division**

The establishment of the King County Training & Development Institute (KCTDI) will create opportunities for qualifying non-profit organizations that provide services to disadvantaged populations and that may lack adequate financial resources to provide or purchase workforce training. KCTDI will grant 100 scholarship vouchers annually to 20 small non-profits who serve low income and disadvantaged clients. Qualifying organizations will have annual operating budgets of less than \$1 million, possess 501c3 status, and serve disadvantaged populations. An ESJ Scholarship committee will identify qualifying organizations and administer the scholarship program.

### **Sports and Activities for Underserved Youth**

Washington's RCW 82.14.049 gives King County authority to impose a sales and use tax on retail car rentals; the majority of those funds must be used to pay off stadium financing until the debt's retirement in 2015. In 2016 those funds become available to support youth or amateur sport activities or facilities. The Executive proposes that these funds be reserved to support outdoor activity-based programming for underserved youth across King County starting in 2016, following stakeholder input in 2015.

### **Solid Waste Division**

The 2015/2016 Proposed Budget funds a new leadership and organization change manager in the Solid Waste Division which will, in addition to other duties, help the division as a whole ensure that internal ESJ impacts are identified, considered, and addressed in day-to-day operations and planning. The division will use this resource to address equity challenges in county practices.

### **Prosecuting Attorney's Office**

The Prosecuting Attorney's Office stopped filing DWLS 3 cases August 1, 2014, which will save the County approximately \$1.5 million in the 2015/2016 biennium and eliminates a practice that primarily penalizes low-income individuals who often cannot afford to pay outstanding traffic tickets. The change ends the expensive prosecution of what is frequently referred to as "Driving While Poor." Instead of being charged with a criminal offense for failure to pay fines associated with moving violations, individuals will be issued appropriate traffic infractions and will be directed to District Court's Relicensing Court to pay fines and reinstate legal driving privileges.

### **Department of Public Defense**

The Department of Public Defense (DPD) will participate in an updated study of the civil legal needs of low and very low-income households, led by the Washington State Administrative Office of the Courts. The study's focus on issues of disparate treatment and disproportionality of legal problems complements the efforts of DPD and the broader King County law and justice system to highlight and take constructive steps to address these equity and social justice issues wherever they manifest.

### **Department of Adult and Juvenile Detention (DAJD)**

DAJD extended Inmate Welfare Fund (IWF) funding for a release planner in Jail Health Services (JHS) for the 2015/2016 biennium. Support for this position was scheduled to end after 2014 and without this funding JHS would have to eliminate the position. Release planners provide valuable services to the most vulnerable and to traditionally underserved populations in the jail, with a goal of increasing stability and reducing recidivism. Release planners assist inmate-patients with their transition to the community by linking them to community services on release, such as housing, health care, and mental health and substance abuse services. By continuing funding support for this position, DAJD will preserve the current level of services.

### **District Court**

District Court's Regional Mental Health Court (RMHC) and Regional Veterans Court (RVC) programs provide structure and accountability, along with treatment options, for people with mental illness and substance abuse problems who have become involved in the criminal justice system. Rather than the traditional adversarial model, which emphasizes punishment, RMHC and RVC are operated on a therapeutic model where the prosecutor, defender, and court staff collaborate to address the underlying issues that

brought the person into the criminal justice system. The goal is to find a long-term solution for the defendant, rather than to punish him or her for a given crime. The 2015/2016 Proposed Budget adds 2.00 FTEs, a Mental Health Court Specialist (Probation Officer) and a Court Clerk, to ensure these programs can provide adequate services to these populations.

### **Superior Court**

The 2015/2016 Proposed Budget provides ongoing funding for Superior Court's commercially sexually exploited children (CSEC) task force coordinator, which was funded on a temporary basis in 2014. The CSEC Coordinator establishes and sustains CSEC multidisciplinary teams across King County to recover prostituted children and youth, and to engage these youth in needed services. Low-income children and children of color are disproportionately impacted by commercial sexual exploitation. The CSEC task force coordinator works with ethnic-specific youth and family service providers to reach these populations.

## ***MOVING FORWARD***

For the 2015/2016 Executive Proposed Budget, PSB worked intentionally with agencies, Executive Office leadership and Council to deepen the equity lens within the budget development process. However, there is much work left to do address and understand equity and social justice issues, including the root causes of inequities; and there is work yet to do determine the role that King County, and the budget development process, can play to improve access and opportunity for all.

In future years, PSB will work with departments, agencies and Council to further broaden ESJ analysis in the development of budget. Specifically, PSB will:

- *Coordinate the development of an ESJ Strategic Innovation Priorities Plan in coordination with the ESJ Inter-branch Team and community stakeholders in 2015,*
- *Seek agencies' vision for ESJ in their business and operations plans and strategic thinking,*
- *Further deepen the ESJ lens in base budget analysis, biennial budget development, Lean initiatives, and Line of Business Planning,*
- *Work with agencies and departments to align development of budgets with the determinants of equity and establish associated ESJ budget metrics,*
- *Support agencies and departments as they increase their understanding of ESJ issues and how the budget process may be used as a tool to mitigate,*
- *Continue efforts to increase workforce diversity, including the continued development of the ESJ intern program to provide opportunity for youth and a diverse voice in the organization.*

In addition, PSB will continue to sustain and improve the organizational culture of the office to nurture respect and foster diversity of thought through monthly discussions and by engaging all levels of the organization in ESJ analysis and learning.