

Chair's Budget Message

Chair Beverly Stein's Budget Message

*1999 Chair's
Executive Budget
Address before the
Multnomah County
Board of
Commissioners
April 22, 1999*

Every year I prepare the executive budget there are various constraints and opportunities to consider. This year, several undetermined outcomes at the State Legislature constrain the budget forecast. Multnomah County's current revenues for health care and assessment and taxation may be reduced. Failure of the state gas tax proposal will impact the County's ability to maintain roads and bridges. We will incur new costs from the Public Employees Retirement System and may lose the new revenue proposed in the Governor's budget for reducing juvenile crime and providing alcohol and drug treatment. Beyond these potential impacts to County services, I am also closely watching how the legislature deals with school funding. I know this Board joins me in strongly supporting adequate funding for Multnomah County schools.

Multnomah County is noted for its focus on a vision, its use of benchmarks, and its commitment to using data and best practices to make decisions. This budget continues our work over the last few years to use these tools in making tough budget decisions.

Community Input

I am pleased to announce that this budget has been informed by more community input than any of my five previous budget proposals. Along with the contributions of the County's Citizen Budget Advisory Committees, we have also benefited from six community budget forums hosted by Multnomah County's network of Caring Communities and other community-based organizations. These forums provided fresh, invaluable input into the budget process. Between 100 and 200 people attended each one-- including a forum conducted entirely in Spanish.

Several proposals in my budget result directly from the conversations that took place at these forums. I have included proposals to expand the School Attendance Initiative to the west side, add a Touchstone program to Humboldt School, and improve community services for Hispanic families. I have also budgeted for increased domestic violence prevention and services for cultural minorities, and new case management for Hispanic and Asian families struggling with the impacts of alcohol addiction.

A Few New Initiatives

The bulk of the County's \$877,000,000 budget for 1999-2000 pays for basic health, public safety and human services. In addition it covers state-mandated functions such as assessment and taxation, the District Attorney, elections and land use programs. Recently, when the County implemented the property tax reductions of Measure 50, the Board had to cut services. This year, my goal has been to maintain current services. It now appears we can achieve this goal. We are even fortunate enough to have a modest amount of money for new initiatives. I want to highlight several that are particularly exciting to me:

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- *SUN Schools (Schools Uniting Neighborhoods):* With several partners including the City of Portland, the City of Gresham, Portland Public Schools, the Multnomah Educational Service District, the Oregon Department of Human Resources and the Casey Foundation, we will create four SUN Schools in the County. These schools will be open in the afternoon and evenings to extend learning for youth and provide a place for community members to gather for recreation, services and social connection.
- *Mental health for early childhood programs:* I propose using \$460,000 to expand our Headstart-based mental health services over a two-year period. Combined with the potential Healthy Start funding from the State, the County can make extremely cost-effective investments in addressing a critical gap in our support for young children.
- *Homeless youth.* In partnership with the City of Portland, we will be able to implement our carefully planned expansion of services to reduce the number of homeless youth on our streets. When adopted, we will have added \$1 million to the current service level.
- *Domestic violence services and prevention.* As a kickoff to a larger community planning process, I propose using \$500,000 to expand culturally specific services, especially to the Hispanic and Asian populations, expand school based prevention services, expand community justice domestic violence counseling and supervision in the adult and juvenile systems, and maintain our Gresham based prosecutor.
- *Combining Family and Community Action Centers and assisting Caring Communities.* As part of our community building strategy, I am asking community providers to improve service access by combining their operations and building better linkages with the communities they serve. I have also proposed funding a Caring Community coordinator in the Franklin High School area.
- *Siting ombudsperson.* With the City of Portland, the County will create an office to assist citizens by providing information concerning the siting and operations of community based facilities.

Other highlights of my proposed budget fall into four categories:

- Addressing the Needs of Our Diverse Community
- Continuing the County's Commitment to Schools and School Success
- Assuring Public Safety
- Ensuring the Basic Infrastructure for Good Government

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Addressing the Needs of our Diverse Community

Multnomah County is blessed with a diverse population that enriches our community.

Continuing Commitment to Schools and School Success

Over the last few years the County has played another important role with our local schools--basic funding. We play this role reluctantly because of the high needs in other areas. However, we know that adequately funded schools are critical to the overall health of our communities.

Multnomah County is blessed with a diverse population that enriches our community. This diversity challenges us to make certain that all segments of our community are adequately and fairly served. Some areas where I propose addressing the needs of specific population groups include:

Hispanic community. I propose funding expanded health clinic access for La Clinica at the Cully Center, a new health access clinic at Rockwood, family support planning funds and an Hispanic school attendance program.

Aging and disabled population. I have included funding for a housing ombudsperson and for training and support for in-home providers of care. Our goal is to increase the quality of care and increase the number of providers.

Young people in the juvenile justice system. If the Governor's \$30 million package for at-risk juveniles passes, we will be able to implement parts of our juvenile crime prevention plan such as secure residential substance abuse treatment.

One of our three long-term benchmarks is to ensure young people graduate from school with the skills they need for the future. The County plays an important role in making sure children arrive at school healthy and ready to learn, that they stay in school and that there are consequences and accountability for juvenile crime.

Our School Attendance Initiative is continued in this budget at the current level of over \$2.7 million in ongoing funding. Our coverage will expand next year to include schools in Northwest and Southwest Portland. Even in its initial stages the School Attendance Initiative has been very successful, garnering appreciation from teachers, principals and parents. In the first six months over 3,000 children in grades kindergarten to 9th grade have been referred to our four school attendance teams.

I am proposing that we continue last year's funding of \$1,300,000 for transitional teachers in Portland Public Schools and \$200,000 for the new transitional classroom the Multnomah Educational Service District runs for East County school districts to help dropouts and truants return successfully to school. Recently Portland schools officials credited the County initiative for an overall decrease in their high school drop out rate. This year's dropout rate for the first semester was less than half as high as two years ago. Portland Public Schools officials also noted that last year's County contribution for transitional teachers resulted in approximately \$2 million in additional state revenue based on increased enrollment. With continued County funding for the School Attendance Initiative and transitional teachers, I am hopeful schools will be able to project additional funding for their current budgets.

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I want to note another small contribution to schools that I am excited about. The Regional Arts and Culture Council has proposed expanding its very successful neighborhood arts program to include SUN schools and other after school programs. I am very pleased to support this ongoing relationship that integrates arts programming with County services.

Assuring Public Safety

A significant portion of our public safety funding comes from the state. A controversial state funding formula, the shift of offenders from state to local custody, and the unpredictable nature of this Legislative session have taken us on a roller coaster of funding projections over the last few months. In the time since I prepared the executive budget you currently have, there have been more changes--- luckily for the better.

Highlights of my executive budget proposals in terms of public safety include:

- Funding the STOP Drug Diversion and Treatment program in cooperation with the judiciary and District Attorney. STOP provides an efficient, research-proven way to channel offenders with drug-related issues into treatment to reduce their recidivism;
- Funding for a new program using the old Washington County jail to pilot our intensive Alcohol and Drug Treatment program;
- Maintaining special services such as prostitution alternatives, domestic violence and employment services for offenders;
- Continuing funding for all hard jail beds to maintain our ability to address matrix releases; and
- Additional resources for the District Attorney for dependency hearings and child support enforcement.

Since this budget was developed, the State has sent us good news. Our current corrections funding will be maintained and we may receive additional funding. I have prepared a memo indicating how I would recommend using this funding.

Heroin Crisis

I am recommending that we use a portion of the restored State revenue to expand our capacity to deal with a crisis in heroin addiction. Hooper Detox Center is the County's main access point to addicts. Currently, the County does not adequately fund the basic sobering facility at Hooper-- a key public health and public safety resource. Over the past years, Hooper's clientele have shifted from chronic alcohol and drug abuse to heroin and crack addiction. Currently 65% of its clients are using heroin. There were 80 heroin-related deaths in Multnomah County in the first three months of this year.

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My proposal is to provide an additional \$300,000 to the Hooper Detox Center to enable its staff to use their subacute treatment program to provide mental health and case management services for the large numbers of heroin-addicted clients they serve.

Basic Infrastructure for Good Government

Over the years I have emphasized the importance of maintaining and investing in our basic infrastructure. Our RESULTS initiative has been an important investment in our employees and in our commitment to quality, customer driven services. We are making clear progress in reaching our goal of moving County services into County-owned buildings and doing maintenance and upgrades using the asset preservation fee. The upcoming move of County administration offices into the Multnomah Building and the extensive remodeling of the branch libraries are significant steps in this direction.

We have made meaningful progress in upgrading the County's technology and using it to improve the productivity of our workforce. This year we will make further progress by funding the Integrated Enterprise System, which will allow us to replace costly manual and semi-automated systems with fully integrated financial management, human resources, payroll, and time management/scheduling applications.

I have also included partial funding for a Decision Support System, which will eventually allow public safety partners to track clients and evaluate program effectiveness. Our public safety partners should help complete this funding.

Challenges

These are significant accomplishments, which the Board members, especially Commissioner Kelley, who has served with me the last five years, can be proud of.

Over the last few years the County has made major strides towards:

- improving its system of serving children and families,
- integrating social and health services with schools and communities and supporting schools in a variety of ways,
- coordinating the public safety system and researching best practices in the areas of alcohol and drug treatment and mental health,
- redesigning the supervision of community corrections offenders and how to prevent and address juvenile crime,
- stabilizing the library system funding and renovating library facilities,
- taking on services for people with disabilities and sanctions for offenders sentenced to less than a year and integrating them into County services,
- playing a significant role in implementing the Oregon Health Plan and managed care, and
- focusing on quality and continuous improvement from the line level to the management level.

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Conclusion

This Board brings together a new set of passions, interests and experiences that are already affecting the County's future in very exciting ways.

I am thrilled to work with such an all-star team of County Commissioners. The citizens of Multnomah County can be proud of our efforts so far and I look forward to the discussions and decisions that will complete this process.

With Commissioner Linn's leadership, the County is now prioritizing mixed-use developments on its properties.

The County is approaching the development of a public safety levy, which I suspect will reflect the Board's strong commitment to alcohol, drug, and mental health treatment for offenders. This public safety priority has been championed over the years by Commissioner Kelley and has now been taken up by the entire Board.

We are laying the groundwork for the County to make a significant contribution to early childhood programs through the work of Commissioner Naito.

And finally, Commissioner Cruz is leading Multnomah County's efforts in regional livability issues, the Endangered Species Act and transportation. I believe her work will give the County a new profile on these issues.

Many people deserve my thanks for their assistance in preparing this budget: Dave Warren, Karyne Dargan and the entire Budget Office staff, as well as the many departmental "budgeteers" who deserve a great deal of credit for their work in helping to prepare the most readable budget yet. As always, I need to give special thanks to Bill Farver, from my staff, for his guidance, creativity and advice in the development of this budget.

Board Budget Notes

Board Budget Notes

During the budget deliberations, the Board of County Commissioners identified the following issues and concerns to be addressed throughout the upcoming fiscal year. Additionally, the Board identified items it will consider for General Fund contingency requests.

Behavioral Health

Chair Stein will appoint a Behavioral health Work Group in collaboration with the Department of Community and Family Services and the Evaluation Unit of the Budget Office.

Blanchard Building

The County is negotiating to purchase 40,000 square feet of space in the Blanchard Building for use by Facilities Management and Central Stores. The County will vacate or reuse the Ford Building and will open discussions about possible service consolidations with the School District.

Certificates of Participation

The Directors of Support Services and Environmental Services will schedule a Board briefing to discuss the projects to be included on the County's next certificate of participation. In addition to Santana's, the Board needs to decide the status of the new River Patrol Office, which the Sheriff is planning in conjunction with the Oregon State Marine Board and the Port of Portland.

Child Assessment Center

Commissioner Kelley will organize a briefing this summer on the status of the Child Assessment Center, including construction and operating fund options.

Contingency Requests

In addition to requests that meet normal criteria for transfer, the Board will consider requests for transfers from the General Fund Contingency account during 1999-2000 for the following purposes. Many of these topics are addressed in other Board budget notes as well:

- Development of a partnership approach to "school to work" programs
- Early childhood system improvements
- High priority health services
- High priority behavioral health services
- Hispanic retention efforts in high schools
- Mead Building operations and mitigation following relocation of Adult Probation West services
- Payment for office space (Santana's or equivalent Records space)
- Information and Referral consolidation with Portland
- Inverness Drug and Alcohol Program
- Student bus pass program (SPIRIT)

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Decision Support System

The Board has provided approximately 75% of the ongoing funding for the public safety Decision Support System, which benefits County and non-County systems. The District Attorney and Chair will provide Executive Sponsorship on the Decision Support System project. They will work with the Local Public Safety Coordinating Council, the Director of Support Services, and the Chief Information Officer to develop a plan for the Board to provide ongoing funding for the system.

Early Childhood

Commissioner Naito will organize policy discussions this fall to discuss the draft plan of the Task Force on Early Childhood concerning improvements in the early childhood service system. Included in this discussion will be a plan of how to spend potential additional State money and how to place early childhood services on the Public Safety levy in 2000. The Board will consider contingency funding for \$100,000 of early childhood system improvements as part of that discussion.

Facilities

In adopting the 1999-2000 budget the Board deferred making a decision on four amendments requesting additional staff for the Facilities Management division. The Board intends to consider those requests as part of a discussion about the total County's building inventory, operating costs, construction plans, and revenues. The Board requests information about the impact of the additional staff on service reimbursement costs to County programs and about whether the work of the proposed staff is of short enough duration that temporary employees are a preferable way to address it. This discussion will include transferring appropriations to account for the series of moves triggered by the purchase of the Multnomah Building. It will also include the appropriate management structure for the Facilities Management division.

Hispanic Retention

CFS is shifting the Hispanic retention effort from high schools to middle schools. Resources will be eliminated from grades 10 through 12 in order to target the more vulnerable middle school population. The County is concerned, however about the effect in the high schools and would be willing to consider a contingency request to support the high schools if the need for County funds is demonstrated.

Latino Services

The Board is interested in exploring the best methods to provide services to Latino residents in Multnomah County. Resources for a consultant are included in Community and Family Services budget to explore the best service approaches, including whether a Latino Service Center or more decentralized service approach is recommended.

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Information and Referral

Commissioner Linn will arrange a briefing of the Board on the status and financial obligations incurred in the adoption of a joint City of Portland / Multnomah County information and referral service, estimated to begin operation this fall. The Board will consider additional ongoing or one time funding requests that may emerge from that planning process from the 1999-2000 Contingency.

Information on Tax Bill

The Board requests a report from Environmental Services, and particularly the Division of Assessment and Taxation, about how to include information on the property tax bill about what tax dollars buy.

Information Technology

The Board notes that in adopting the 1999-2000 budget there were many amendments of substantial amounts relating to the purchase of information technology equipment and systems, including the purchase and installation of an Integrated Enterprise System. The Board requests a briefing about information technology, including the County's strategic direction in this area, overall funding picture, and anticipated issues.

Immigration & Naturalization Service Rental Jail Beds

Commissioner Cruz raised the issue whether the County should participate in the incarceration of individuals solely for the reason that they are in the country illegally. The Evaluation Unit will assist the Board in analyzing the policy and financial ramifications of establishing County policy to refuse to hold detainees who are potential INS holds beyond the period in which they would have been ordinarily released. Staff will need to consult with local public safety officials, the INS, and the US Attorney's Office in developing the report.

Inverness Jail Drug and Alcohol Program

The proposed reductions in State Community Corrections Act and SB 1145 funds to Community Justice and the Sheriff's Office prompted a wide ranging evaluation of the current public safety programs and facilities. As a result of that discussion, the Board has agreed to place \$500,000 in Contingency to fund an Inverness Drug and Alcohol Program at MCIJ, beginning in October 1999. Prior to beginning that program, the Board would like a report from the Court Work Group on the following issues:

- How would the in-custody and outpatient treatment components of IDAP be provided? The Sheriff requested input from Community Justice on how to contract for those services.
- What is the most appropriate use of the Restitution Center? The Board and Sheriff would like to house offenders transitioning from alcohol and drug treatment. Also, they believe other offenders could benefit from these transitional services who currently may not be being served.

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- Is it legally possible or advisable from a treatment perspective to use IDAP for presentenced offenders?
- Examine the roles, responsibilities, and target populations for IJIP and IDAP to insure appropriate use of both approaches.
- How should sentences be structured to make the best treatment use of the time in IDAP and the transition time at MCRC?
- As part of the Board's emphasis on effective alcohol and drug treatment, the Evaluation Unit in the Budget and Quality Office will work with evaluators from the Department of Community Justice and the Sheriff's Office to evaluate both the IDAP program and Community Justice's Washington County treatment center to determine their long-term effectiveness.

Living Wage Policy

Chair Stein will organize a briefing this summer to strategize next steps in the development of the county's living wage policy. Further research may be appropriate through the PSU intern/residency program.

Oregon Health Plan/Safety Net Clinics

The Health Department to return with a plan by September 16, detailing recommendations to deal with changes in the Oregon Health Plan and the possible loss of safety net clinic funds. This timeline will allow the Department to receive more detailed information from the State on the exact impact in changes to the Health Plan and will give the new Director an opportunity to review the Department budget priorities.

Rockwood Neighborhood Health Access

The Board is funding a new Rockwood Neighborhood Health Access Clinic in Gresham. No location for the clinic has been established at this time. Commissioner Kelley is working with a variety of community based programs, including Mt. Hood Community College Head Start, Migrant Head Start, Wallace Medical Concern, Morrison Center, Adult and Family Services, and Steps to Success as possible agencies to collocate in a single facility. Commissioner Kelley, DES and the Budget Office will return to the Board during the summer to present funding proposals.

School Attendance Initiative & FAST Pilot Project

The Board requests a follow up briefing from evaluators in late summer or September on SAI data and the FAST pilot. In conjunction with this briefing or at a later time, the Board would like information about the effectiveness and financial benefit of the transitional classrooms the County is helping fund in county school districts.

Board Budget Notes

STOP Drug Diversion Program

Funding the STOP drug diversion and intervention program was a major concern for the Board this budget session. The STOP program's success is not recognized by the funding formula the State uses. If participants in the STOP program were convicted of a crime prior to their introduction into STOP and had their conviction expunged following successful treatment, the successful participants would count under the State formula and the County would receive a fairer allocation of State funds. The Board urges the Chief Judge, Defense Bar, and the District Attorney to work towards implementing this change as soon as possible.

US Marshal Rental Jail Beds

The budget assumes revenue from the rental of 225 beds to the US Marshal and INS. The Sheriff is currently limiting the number of rentals to 200. The Board requests the Sheriff to rent beds to Federal agencies above his 200-bed limit during periods when capacity allows in order to approximate that revenue target. The Board will discuss reduced reliance on bed rentals during next fiscal year as part of the public safety and levy planning processes.

Work Crews

Work crews are operated by both the Sheriff and Community Justice. The Board is interested in a closer integration between the work of these crews and victims of crime and community reparations. The Board would like to see separate proposals from the Sheriff and Community Justice about how they could more closely link the work of the crews that they supervise with a community justice orientation, similar to what is being done in Deschutes County.

