

To: Chair Deborah Kafoury
Kim Melton, Chief of Staff
Christian Elkin, Budget Director

From: Jamie Waltz, Department of Community Services Director

Date: March 3, 2021

RE: FY 2022 Department Budget Submission Transmittal Letter

Department of Community Services Overview

The Department of Community Services (DCS) is a unique county department in that it contains four distinct divisions: Elections, Transportation, Animal Services and Land Use Planning. The Department weaves the work of these different divisions together to advance countywide and department wide mission, vision, values and goals.

DCS's Mission: The Department of Community Services preserves harmony between natural and built environments, keeps people and pets safe, and ensures every voice is heard.

DCS is guided by our vision to be a trusted partner helping to create thriving communities. At DCS, we pride ourselves on our ability to meet our statutory requirements, and provide services and programs that meet the needs and expectations of the community.

Over the past year, DCS has been filled with challenges, opportunities and losses. When the pandemic hit in March 2020, we had to quickly curtail operations in order to keep our staff and the community safe. We had strong emergency management preparation and Continuity of Operation Planning that allowed us to alter our services quickly and efficiently. Despite the challenges we faced in changing operations, managing fears, anxieties and loss, DCS had an opportunity to reevaluate and transform operations.

We also went through some significant changes in our leadership team. Kim Peoples, our long time director, passed away early in spring 2020. His legacy is captured in the mission, vision and values of DCS, which he helped set through a strategic planning process in 2015. That work is still relevant today and we developed this budget with the mission and values at the forefront. Another element in that strategic plan was leading with equity. We continue to transform the organization, integrating equity into every aspect of our work.

While we continue to operate in the pandemic, DCS is also looking to the future. Not only were operations realigned to meet public health safety standards, our budget has also been impacted in ways that will change how we work.

Earlier this current fiscal year, the Transportation Division had to reduce its budget by 4% (\$5.4 million), which resulted in a loss of 18 full time positions. Through creativity and offering a voluntary retirement program, we were able to find employment for all impacted employees. As a result of these reductions, we refocused the vision of the Transportation division to maintain existing infrastructure and ensure safety for all users of the system. We also had to cut maintenance and operational levels of service to meet the reduction in resources. In the end, several capital improvement projects were either postponed or canceled.

We developed our FY 2022 budget focusing on three key elements:

1. Integrating our mission, vision and values;
2. Maintaining our requirements to meet federal, state and local mandated services; and
3. Integrating equity throughout the process, looking to equity impacts both internally and externally.

As we prepare to enter the next fiscal year, we're focused on supporting the transformations underway across the Department, centering equity in our work, reimagining the workforce as we emerge from COVID-19, and improving communications and transparency for staff and the community.

Diversity, Equity, and Inclusion

DCS remains committed to providing equity and access for all of our employees and the communities we serve, including those from underserved and historically marginalized groups. The leadership team uses the equity and empowerment lens in decision making around the budget, program and service delivery, and process improvement. We continue to practice inclusion by focusing on who is most impacted by our decisions and bringing in a broad spectrum of voices to help guide program planning and implementation. We achieve community involvement through our public meetings, community advisory committees (CACs) and the Planning Commission.

Creating a diverse workplace that is also inclusive and equitable is a top priority. To support the Workforce Equity Strategic Plan (WESP) concept of establishing safety, trust and belonging in the workplace, in FY 2021 we hired an Equity and Organizational Culture Manager who is collaborating with Human Resources and leadership to ensure that the department is achieving the WESP metrics. The Equity and Think Yes for DCS Committee, established in FY 2020, has collaborated with the Center for Equity and Inclusion (CEI) to build transformational culture change across DCS. Over the past year, the Committee cultivated critical consciousness and gained communication tools to build awareness around power, privilege, and dominant culture practices in our workplace. This foundational training is the springboard for advancing change

on the personal, cultural, and institutional levels. As our engagement with CEI concludes in FY 2021, our Equity and Organizational Culture Manager will lead the work going forward.

The Equity Committee also drafted an equity statement that reflects DCS' commitment to eradicate racial injustice and inequity in the workplace and in the services we provide to our communities. The Equity Committee incorporated historical context into the statement so that the department could identify how racial injustice creates and maintains inequity and barriers within our fields. DCS' values and identity were also highlighted to show how our departmental vision mandates that we all must intentionally be anti-racist in our work. The draft statement is currently being shared for review and input with DCS employees.

The Equity Committee is using the statement to frame and guide development of an equity strategic plan for DCS that will hold us accountable to tangible goals and apply the County's core values to the unique needs of the department, its divisions and the communities we serve. Through these goals, we will interrupt and dismantle white supremacy cultural practices in our workspaces and teams. DCS also continues to strategize around the most effective ways of sharing training and knowledge with every employee. We strive to collaborate with different teams to determine the best routes for receiving feedback and engaging in active conversations about our equity work. We continue to have customized staff training in partnership with Organizational Learning and with the support of the Equity and Organizational Culture Manager, our Administrative Analyst, Equity Committee members, external consultants, and the leadership team.

As the result of our work to build critical consciousness in personal, cultural, and institutional racial justice, the leadership team came together to discuss equity considerations in terms of prioritizing program offer requests including ones from Elections and Land Use Planning. We used a tool, "Equity in Budgeting," developed by the Office of Diversity and Equity to aid in guiding budgetary decisions based on three focus areas (with particular emphasis on the first focus area): 1) focusing on process and practices at the program level including considering the program goal, its function, the population the program is aimed at, how people access the program, major changes to the program, how programs engage with marginalized populations, and how customers have been informed of the programmatic design; 2) considering how data and outcome measures help the department make informed decisions about program effectiveness related to equity; and 3) determining how departmental level decision-making processes incorporate equity and who will be burdened by spending or program cuts.

The team applied these focus areas along with considerations of the equity and empowerment lens (people, place, process, power, purpose), which guided discussion in determining how certain programs should be prioritized. An example of our deliberations, which impacts a proposed cut and subsequent restoration request, were how would all Multnomah County voters and candidates be impacted without voters' pamphlets? How long have voters received these pamphlets and how would this program ending, for the next two elections, impact voters? Without this type of outreach, who would be most impacted? Who would have less

access to education and information about elections? How would an electronic pamphlet be a barrier to certain marginalized groups?

Another example is with Land Use Planning's compliance program, where we considered factors around how not having this program could create an environmental toll that could then produce disparities and do harm to the community, stress the capacity of our internal resources and cause inequity in our teams, and affect the ability for other divisions in the department, such as Transportation, to complete necessary work. We continue to practice using this tool and refining this process as we interweave these lenses into our budgetary discussions and decision-making processes as a department.

DCS is planning on creating a process to improve our outreach to community members who have historically been left out of discussions. Through the Transportation Division's budget reduction process, we were able to connect with a diverse group to obtain their feedback on priorities for the division. We paid members stipends for their participation. We borrowed this approach from the work we are doing with community leaders on the Vance Property Planning Project. On the Vance Project, we are working with the non-profit, Verde, to reach community members in the Rockwood neighborhood and east county. Throughout the initial community outreach phase, the project centered the voices of community leaders who represent the racial and ethnic diversity of the neighborhood and the communities that will be most impacted by changes to the site. The project is now building on their input with a broader (virtual) community open house.

We know that we have improvements to make on how we connect with underserved and historically marginalized communities. We will be looking at the use of stipends and approaches to get more diverse opinions and voices at our tables.

DCS recognizes the importance of evaluating and monitoring our progress towards achieving these goals. In the Director's Office, we plan to fill a Research and Evaluation Analyst Senior position to support the evaluation work.

Budget Overview

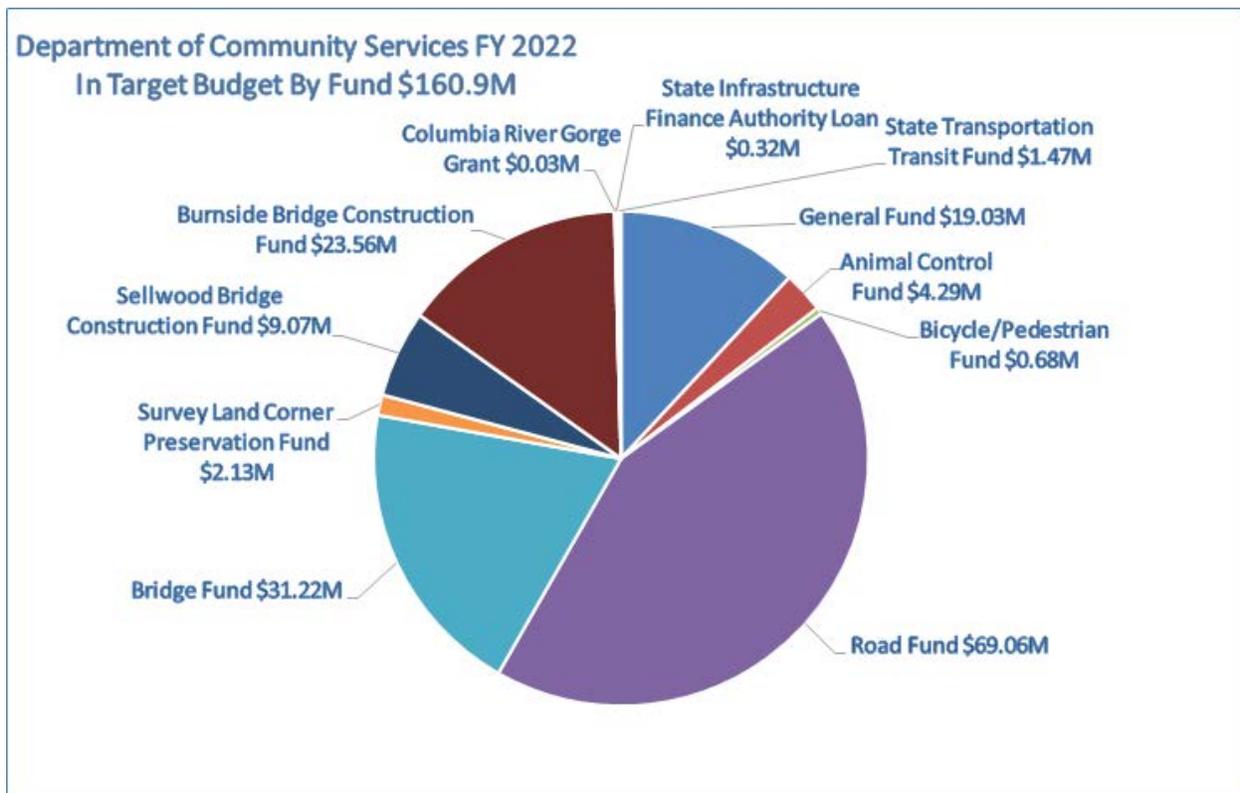
Of DCS's overall submitted budget for FY 2022 is \$160.9 million budget, of which \$18.7 million or 11.6% is General Fund. The Department of Community Services is primarily funded by other funds. Eleven funds total, including the General Fund, make up the DCS budget. Six Transportation funds totaling \$135.1 million represent 84% of the DCS budget.

Transportation's top three funding sources represent 87% or \$117.7 million and originate from the State Highway Fund, grants awards by the Federal Highway Administration and the County Vehicle Registration Fees. Each of the Transportation funds provide a dedicated revenue stream to support program operations and capital.

DCS has 205.00 full-time equivalent positions (FTE), a reduction from last year due to the cuts in the Transportation Division. One goal while making these cuts was to minimize reductions to staff and impacts to the services our community needs and desires. The submission is detailed in the table below showing the total allocation.

FY 2022 Dept. of Community Services Budget Submission				
	FY 2022 General Funds*	FY 2022 Other Funds	Total Funds	Total FTE
In Target Programs	\$18,695,826	\$141,834,061	\$160,529,429	204.00
Out of Target Programs	\$338,393*	\$0	\$338,393	1.00
Total FY 2022 Submission	\$19,034,219	\$141,834,061	\$160,868,280	205.00

*includes both General Funds and Video Lottery Funds.



Through its divisions, DCS provides the following critical services to the residents of Multnomah County.

- Animal Services protects the health, safety, and welfare of pets and people throughout the County by providing humane shelter, veterinary care, pet licensing, emergency response for sick and abused animals and animal attacks and investigative services 365 days each year.
- The Elections Division conducts local, city, county, state, and federal elections for all political districts within Multnomah County. Their work includes registering voters, maintaining voter address and district data, verifying signatures on city and local candidate and initiative petitions, accepting candidate and measure filings, producing voters’ pamphlets, issuing ballots, processing returned ballots, assisting voters, and releasing election results.
- The Land Use Planning Division provides land use planning services, code compliance activities, and oversees the Solid Waste Licensing program for unincorporated areas of Multnomah County. The division collaborates with a range of community groups and agency partners to develop and implement federal, state, and local policies and laws.

- The Transportation Division includes Bridges, Roads, the County Surveyor, and Planning and Development programs. The program operates and maintains the County's Willamette River Bridges, approximately 275 miles of roads, and 24 bridges outside the Cities of Portland and Gresham. The division also provides planning, engineering, and construction management for capital projects, responds to emergencies, and maintains the County's transportation assets.

The County Surveyor maintains survey records, reviews and files surveys and land division plats, and maintains and restores land markers used in public land surveys. The Transportation Planning and Development program develops strategies to improve all modes of transportation, assesses development impacts, prepares the Road Capital Improvement Plan, secures funding for capital projects, and coordinates the county-wide responses to federal and state clean water regulations.

General Fund Target Allocation

General Fund Reductions

Overall, DCS's 2% General Fund reduction totals \$355,641. Each division, including the Director's Office, was initially given an across the board cut to begin to consider budget reduction strategies. After a series of meetings with department leadership and incorporating equity into the budget process, DCS came up with this budget proposal. For more information on how equity was applied to decision making, please refer to the section above on equity.

Proposal For Meeting 2% Reduction in General Fund Target Allocation				
Offer Number	Program Name	General Fund	FTE Reduction	% of GF Reduced
90008	Animal Health	(\$192,429)	(2.00) *	(16.4%)
90010	Elections (Ballot Tracking Service and Voters Pamphlet)	(\$104,325)	0.00	(2%)
Multiple	Cross-departmental budgetary reductions	(\$58,887)	0.00	(1.3%)
	Totals	(\$355,641)	(2.00)	(2%)

*For FY 2022, moved from the General Fund to be covered by donation funds.

This DCS budget submittal achieves the General Fund target allocation by:

- Program Offer 90008: Reallocating 2.00 FTE (Certified Veterinary Technicians-CVT) positions to be supported with animal donation funds for one year
 - The reallocation of 2.00 CVT's to be supported for one year with donation funds will help ensure veterinary care 365 days a year for lost, homeless, stray, injured, sick, abandoned, abused and neglected animals found in Multnomah County. This one-time-only reduction offer allows the Animal Health program to continue operating at current levels.
 - The Animal Service's division's goals are to provide excellence in the quality of care for animals in the shelter as well as provide equitable services to the community. This offer means that we did not have to propose cuts in other areas of the division that might impact our goals.

- DCS plans to return these positions to the general fund in FY 2023, when the financial forecast for the General Fund looks better.
- Program Offer 90010: Eliminating the elections voter pamphlet for the November 2021 special election and May 2022 primary election
 - The majority of the Elections Division’s work is mandated by state and local law. The one area that is not mandated, but considered a best practice through the Federal Help America Vote Act, is outreach and education. The County voters’ pamphlet is a non-mandated service, but elimination of the pamphlet has considerable equity impacts. The State of Oregon will continue to produce a statewide pamphlet, but it does not provide the level of information regarding access to elections that the Multnomah County pamphlet provides.
 - The County pamphlet is translated into six languages and goes to every household in the county, providing the greatest reach with this outreach and education tool. The county pamphlet contains information on how to vote, request replacement ballots, request assistance, and drop site locations.
- Multiple Program Offers: Realizing salary savings achieved with position turnover and some reduction in material and service budgets.
 - The General Fund supports 96.00 FTE in DCS. We were able to capture the remaining department reduction through planned salary savings as new staff entered positions where senior employees left at the top of their job classification step.
 - There were no significant equity impacts with this reduction.

Significant Department Changes (Reallocations)				
Offer Number	Program Name	General Fund	Other Funds	% of GF Changed
90008	Animal Health: Veterinary Services	(\$192,429)		(16%)
90009	Animal Health: Veterinary Services OTO Use of Donation Funds		\$192,429	N/A
90010	Elections (Vacant Program Technician)	(\$96,825)		(2%)
90000	Director’s Office (Departmental Communications)	\$96,825		5%
	Totals	(\$192,429)	\$192,429	N/A

Reallocations

The reallocation table denotes two positions that are being realigned this fiscal year. The Animal Health Veterinary Services will be funded in FY 2022 with donation funds. This is a one-time-only usage of these donation funds. Capturing these two FTE in this table indicates that in FY 2023, we will ask for the General Fund to fund these positions again.

The transfer of the Communications position from the Elections Division to the Director’s Office does not change General Fund allocations. We are highlighting the position here as it decreases an FTE in the Elections Division and transfers it into the Director’s Office. Moving this position to the Director’s Office allows us to maintain the position and use it strategically in Elections and across the department. The position provides internal and external communication support for DCS through communications plans, strategies and materials, including documents, fact sheets, posters, flyers, electronic graphics and videos.

State, Federal, Large Grant Fund

Other Fund Changes					
Offer Number	Program Name	General Fund	Other Funds	FTE Impacts	\$GF Backfill Requested
90007	Animal Services Animal Health		\$300,000	N/A	N/A
90009	Veterinary Services	(\$192,429)	\$192,429	2.00	N/A
90018	Transportation Capital		\$10,449,399	N/A	N/A
90019	Earthquake Ready Burnside Bridge		(6,475,441)	N/A	N/A
	Totals	(\$192,429)	\$4,466,363		N/A

The Animal Services Animal Care Program Offer 90007, has proposed a cash transfer of \$300,000 from the sale proceeds of the County Pig Farm to support continued new shelter planning work with the University of Wisconsin and associated contractors.

Program Offer 90009, discussed in detail in the previous section, proposes to use donations funds to support two certified veterinary technician positions for FY 2022 in an effort to help with the County General Fund revenue deficit.

Program Offer 90018 (Transportation Capital) will see an increase of \$10.5 million as transportation capital projects move out of design and into construction. Key capital projects in transportation include construction at NE 238th Drive, Germantown Road Safety Enhancements, and Broadway Bridge Lift Span. Design work starts on overlays on Corbett Hill Road Overlay and the Hawthorne Bridge. Transportation capital projects continue to leverage the County's local transportation dollars as match to Federal Highway Administration funds, which are secured as grant awards coming to the County.

- The State Highway Planning and Construction Grant, the primary source of grant funding for Multnomah County's Transportation Capital program, is expected to increase by \$8.7 million as projects move into construction in FY 2022. The Morrison Bridge Paint and NE 238th Drive projects are the two largest projects in Transportation in FY 2022.
 - Morrison Bridge Paint Project - this \$14.8 million dollar project will remove all of the lead based paint from the Morrison Bridge spans over the river, complete structural repairs, and repaint the bridge with a long lasting coating system.
 - NE 238th this project is budgeted at \$4.5 million dollars in FY 2022. Project will widen NE 238th going up the hill to allow for large trucks to travel the hill without crossing over into oncoming traffic, add bike and pedestrian paths on both sides of the road separated from traffic

Program Offer 90019 (Earth Quake Ready Burnside Bridge - EQRB) shows a decrease of \$6.5 million in FY 2022. The EQRB project will create a seismically resilient Burnside Street lifeline crossing of the Willamette River that would remain fully operational and accessible immediately following the next Cascadia Subduction Zone earthquake.

In FY 2022, this program will support the completion of the NEPA phase of the project and the beginning of the design phase. Approximately 5% of the design will be completed by the end of FY 2022. Proceeds from the new County vehicle registration fee (VRF) collections will be used to support the program. The County's vehicle registration fee revenue is expected to increase by \$10.8 million, per year, as a result of a fee increase from \$19 to \$56 on January 1, 2021. The VRF supports Willamette River bridge capital projects.

General Fund Requests

Ongoing Out of Target Requests

Out of Target Request (Ongoing)					
Offer Number	Program Name	General Fund	Other Funds	FTE	New or Existing
90020B	Land Use Planning Code Compliance Staffing Restoration	\$184,068		1.00	New
90010B	Voters' Pamphlet - Restoration	\$104,325		0.00	Existing
	Totals	\$288,393		1.00	

In Program Offer 90020B, the County's Land Use Planning (LUP) code compliance program is currently struggling due to insufficient resources to staff this program. In FY 2020, the program was reduced from 2.00 FTE to 1.00 FTE to meet the General Fund constraint. That staffing reduction negatively impacted the program's capacity and performance. Currently, one code compliance officer serves the entire unincorporated area, which includes 23,000 residents, and the enforcement backlog is over 250 cases.

The County and community both benefit from an effective code compliance system that ensures the health and safety of residents and protects the environment. This program has been crafted in response to community feedback that current service levels are inadequate, which has created an environment that fosters repeat violators. More staffing is necessary to respond to, investigate, and resolve code violation complaints.

Program Offer 90010B would provide the funding to distribute a County voters' pamphlet. The voters' pamphlet is the Elections Division's most broadly distributed education and outreach tool. This program requests the restoration of funding for the voters' pamphlets for the November 2021 special election and the May 2022 primary election. It is mailed to every household and contains basic information about voter registration and voting in the County's six most commonly spoken languages. It is also an inexpensive advertising option for candidates who may not otherwise be able to afford the kind of reach that the voters' pamphlet delivers. In the County voters' pamphlet candidates from all jurisdictions can file a statement and any measure, with arguments, can be printed.

One-Time-Only Out of Target Requests

Out of target Request (One-Time-Only)					
Offer Number	Program Name	General Fund	Other Funds	FTE	New or Existing
90014	Levee Ready Columbia IGA (year 3 of 5)	\$50,000		0.00	Existing (Video Lottery Funds)
	Totals	\$50,000		0.00	

The Levee Ready Columbia (LRC) Program Offer 90014 supports work to secure the Columbia River levees' accreditation, reduce the risk of catastrophic flooding and protect the health and resilience of County communities and the broader region. This out of target request fulfills an intergovernmental agreement which provides a cash contribution to fund the program administration of the LRC partnership.

The partnership has made major accomplishments in the past five years, including completing evaluations of the levee systems, securing federal investment through a US Army Corps of Engineers New Start project, and successfully advocating for the passage of state legislation to create a new Urban Flood Safety & Water Quality District with the authority necessary for long-term governance and funding of the levee system. Work is currently underway to transition to the new district governance, coordinate with the US Army Corps of Engineers on a feasibility study for modernizing the system, and scope remediation projects for completion of the certification and accreditation processes. This work will be supported by LRC program staff funded through partnership financial contributions until the new district is able to collect revenue.

As a regional partner in LRC, the County has supported the work necessary to ensure improvements are identified and addressed within four drainage districts along the Columbia River levee system in Multnomah County. Failure to address identified deficiencies puts communities at risk of flooding and poses a risk of loss of levee accreditation under the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program as well as noncompliance with the US Army Corps of Engineers Rehabilitation and Inspection Program.

COVID-19 Impacts

DCS has responded to COVID-19 by following and adjusting business operations to meet County and State directives. Much of our workforce has shifted to teleworking but many employees in Elections, Animal Services and Transportation continue to report daily to work to fulfill critical services our community relies on. DCS has remained focused on emerging with an even stronger sense of who we are as a department and ensuring that our services meet the needs of our most vulnerable populations.

The impacts of COVID-19 have been challenging. Our Survey, Land Use Planning and Transportation Permit, and Survey customer counters were closed immediately and quick operational adjustments were made to support remote customer support. In Animal Services, curtailing services at both the animal shelter and in private veterinary businesses impacted license revenue generation. Current year revenue estimates for animal adoptions, impounds and animal licensing show a combined loss of \$447,000, which is 25% below our budget amounts. Though experiencing a revenue shortage DCS was able to offset the decline with reduced departmental expenditures and stay revenue neutral to the General Fund.

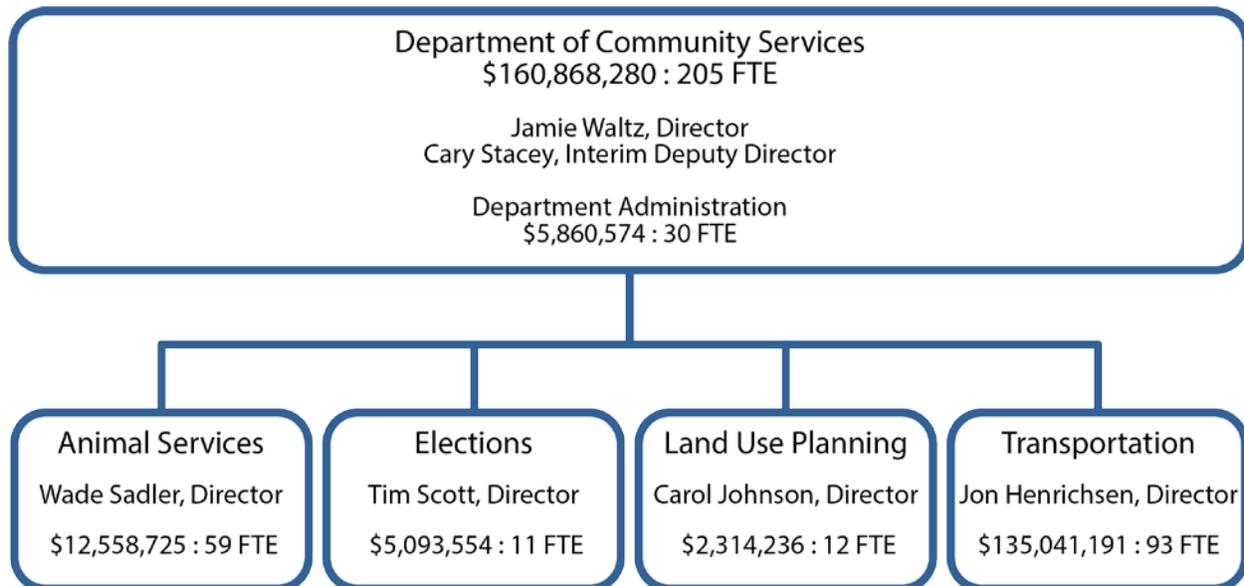
In Elections, we took robust precautionary measures to protect staff and the public from COVID-19, starting with the May presidential primary, and continuing with the August special election and the November presidential election. The division received two grant awards totaling over \$1.0 million. Grant proceeds coming into County Elections from The Center for Tech and Civic Life (CTCL) and Coronavirus Aid Relief, and Economic Security Act (CARES Act) were used to cover the additional election costs needed to run an election during a public health emergency. Those funds helped cover additional expenses, such as personal protective equipment (PPE), facility upgrades, space rental, voter assistance activities, and labor costs, necessary to safely and successfully run three County Elections in a pandemic. A grant extension was approved to spend the remaining CTCL grant award and support additional COVID-19 election costs through June 30, 2021.

Transportation experienced a \$5.4 million funding gap in the road fund due to pandemic related declines in gas tax revenues, delays in vehicle registrations sales, and capital project overruns which drew down cash reserves. Working through a consultant-led process, Transportation completed a difficult midyear budget adjustment. Those budget cuts required the division to realign programs to match revenues and adopt a decision making framework to guide the Division's short and long term budgetary plans.

Span of Control

Division	Span of Control Ratio
DCS Director's Office	1 to 6.4
Animal Services	1 to 10.0
Transportation	1 to 8.4
Elections	1 to 10
Land Use Planning	1 to 5.0
Department Totals	1 to 8.2

Division Level Organization Chart



There have been no significant changes to the Department's organization structure proposed for FY 2022.