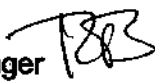


**CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON**

AGENDA TITLE:	Recommendations for completion of Council's Goal 4: City's role vis-à-vis other youth services providers
DEPARTMENT:	Health and Human Services
PRESENTED BY:	Robert Beem, Health and Human Services Manager 

EXECUTIVE / COUNCIL SUMMARY

Your Council has asked for greater clarity about the City's role and actions on the area of Health and Human Services (HHS) in general and more specifically in the area of youth services. Your Council's Goal 4 specifically calls for the City to "define its role vis-à-vis others in the area of youth services and ensure all youth have equal access to City programs." The HHS Strategies developed by staff and the Advisory Committee proposed that the City use a set of Desired Outcomes to organize its involvement in human services. With 9 of the 15 Desired Outcomes focusing on youth, clarifying the City's role in Youth Services is a first step in the process to refine the HHS Strategy.

As you may recall, the City conducted forums and surveys with youth service stakeholders in order to formulate a holistic approach to Goal No. 4 and to develop closer ties with these partners. In August of 1999, staff presented the results of surveys and a forum conducted with youth services providers. At that time staff committed to return to Council with a set of recommendations for specific roles the City can play in this arena. This report analyzes both the overall status of services available to Shoreline youth and the areas of greatest need. Using the framework of the Health and Human Services Strategy's Desired Outcomes, this report finds that there are specific gaps in after school programs for middle and elementary school age youth, in the areas of mental, physical and dental health, substance abuse services and overall coordination of youth services activities. The analysis also highlights the benefits to the community of initiating an Asset Building effort designed to more fully engage all adults in Shoreline actions to promote the healthy development of its young people.

This report examines the City, school and county's role in providing, supporting and advocating for youth services. It finds that the City plays a direct service provider's role 3 of the 9 Desired Outcome areas.

The report proposes three levels of future involvement ranging from the status quo to spending an additional \$100,000 or \$200,000 on youth services. Staff recommends an increment of \$100,000 on service enhancements that focus on fulfilling the City's direct services provider role in youth activity programming, enhancing existing mentor programs for youth and initiating community-wide youth development effort. This additional funding would allow the City to substantially increase its role in two of the nine outcomes related to youth: Outcome 1, "More youth involved in structured positive activities during non-school time."; and Outcome 7, More

youth in contact with caring adults. These enhancements are all consistent with current and likely future roles the City will play in youth services.

RECOMMENDATION

No formal action is required. Staff recommends that your Council proceed with implementation of the enhancements included in Option 2. These enhancements represent a significant new level of services to Shoreline youth and they are wholly consistent with current and likely future City roles.

Approved By: City Manager LB City Attorney N/A

BACKGROUND / HISTORY

Your Council has asked for greater clarity about the City's role and actions on the area of Health and Human Services in general and more specifically in the area of youth services. Your Council's Goal 4 specifically calls for the City to "define its role vis-à-vis others in the area of youth services". The Health and Human Services Strategies staff and the Advisory Committee proposed that the City use a set of Desired Outcomes to organize its involvement in human services. With 9 of the 15 Desired Outcomes focusing on youth, clarifying the City's role in youth services is a first step in the process to refine the Health and Human Services Strategy.

Desired Outcomes as proposed in the Health and Human Services Strategy:

1. More youth involved in structured, positive activities during non-school hours.
2. Reduce delinquency, violence, and crime.
3. More young people more skilled and prepared.
4. Reduce substance abuse.
5. Reduce child abuse and neglect.
6. More people have adequate food, shelter, and clothing.
7. More youth have contact with caring adults
8. More community members work together to solve problems
9. Increase affordable childcare
10. Increase affordable housing
11. Increase employment
12. Reduce teen pregnancy
13. Reduce domestic and dating violence
14. Increase overall levels of academic, vocational, and self-improvement learning for people of all ages, to ensure employability and personal growth.
(to be included in desired outcomes but not yet rated/ranked)
15. Preserve the independence and quality of life for seniors

Since this whole program area consists of a myriad of stakeholders dominated by public agencies, not-for-profit agencies, faith based groups and others, we set out to include them in the delineation of our role. Whatever we do in the future should be complementary to what those groups do in our community.

In August of 1999, staff presented the results of surveys and a forum conducted with youth services providers. In summary, these results showed that though there are many services available in some fashion, there were significant gaps in service availability in such areas as mental health, dental care, substance abuse treatment and prevention, connection to caring adults and recreation/constructive use of time for teens. These results also highlighted the need for much more effective coordination of services among providers to ensure that all youth have access to the support they need for healthy development.

Staff also recommended using an overall framework building on the Developmental Assets model to help guide the development of a more coordinated system of services. During your Council's Budget Retreat in August 1999, staff committed to completing work on Goal 4 by developing a set of recommended roles and actions for the City to pursue in the area of youth services. Your Council took no formal action at that time.

ANALYSIS

This analysis proceeds in four parts. Part 1 sets out an overall context of how a community supports its youth. Part 2 provides an assessment of the adequacy of the existing services and how they work together to support the 9 youth oriented Desired Outcomes. Part 3 uses the service evaluation criteria in the Draft Municipal Services Strategic Plan and the framework of the Regional Finance and Governance study to assess the roles played by the City, not-for-profits, Schools and County in achieving each of the Desired Outcomes. Part 4 contains recommendations on policy and priority areas for the City's involvement.

New Approaches to how a Community Supports its Youth

For the past two generations youth programs have tended to be either straight recreation/athletics or some sort of therapeutic intervention. The focus of recreation/athletic programs was largely skill building in a specific area. The focus of the therapeutic/intervention programs was elimination of problems. Each of these approaches was narrow in focus and not well connected to other elements of the community or other youth activities. It was also very easy to distinguish roles of various organizations. Generally, cities sponsored recreation programs. Non-profit agencies and churches provided intervention and counseling. Over the course of the past ten years practitioners in the youth serving field, from educators to recreation leaders to counselors and clergy, have realized that these narrowly focused approaches miss the mark.

Research conducted by the Search Institute, Bonnie Bernard, Hawkins and Catalano, and others has documented the shortcomings of these narrowly focused approaches. They tend to produce youth who, though busy with many things to do, are not connected to their community, are feeling isolated and continue to engage in too risky and self destructive behaviors. It is designed to develop youth that are "problem free." However, as the research points out, "problem free is not fully prepared and, fully prepared is not fully engaged." Yet, fully engaged youth is the goal.

Along with the realization that individual narrowly targeted programs were not doing the job came the realization that guiding the development of fully engaged youth cannot just be the job of educators and youth workers. It takes the full participation of the community to provide the proper supportive environment for healthy youth development. This realization has the effect though of blurring roles among youth services organizations cities and others.

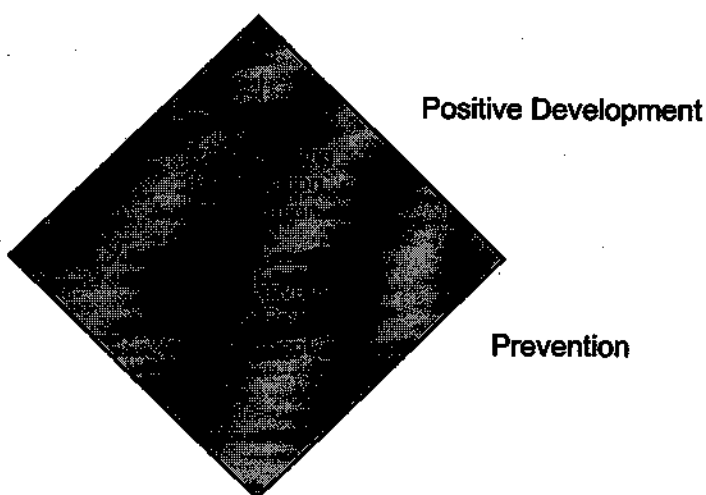
Two framework concepts provide some guidance as the City sorts out its role in youth development. The Search Institute's *40 Developmental Assets* provides a guide to the specific things that ideally are present in young people's lives. Attachment A contains the full list of *40 Developmental Assets*. This helps us understand what actions need to be taken. Karen Pittman's, "Diamond of Youth Development," provides a guide to the areas of focus for our activities.

The Search Institute's framework of the *40 Developmental Assets* lays out the building blocks of healthy youth development. (This framework serves as the underpinning of the Draft Human Services Strategies and the Desired Outcomes for Human Services presented to your Council in September of 1998). Search's research has found that youth who have more of these assets are much less likely to engage in a series of high risk behaviors and are much more likely to engage in positive behaviors. It is these positive behaviors, like caring for others, resolving

conflicts peacefully or valuing diversity that are the hallmarks of a competent self-reliant youth or adult. The research demonstrates that these assets are built by the combination of individual actions of an entire community. In places where this occurs all youth have access to the support they need for healthy development.

Pittman's "Diamond" Chart 1 below, illustrates the spectrum of youth development activities that need to exist in a community. The lower half of the diamond represents a focus on identifying and addressing problems. The upper half represents a focus on promoting full engagement. In general the City plays a more active role as a provider in the upper half. Activities in the lower half are more in the purview of non-profits, counties, states and the federal government. In some instances the City plays a role as a direct service provider with its own forces or through contract, in areas where the City has the lead responsibility for a service. In others the City plays the role of partner which sometimes includes providing funding and other support to ensure that services are available to Shoreline residents. Overall, the City has a role as an advocate and facilitator to be sure that the full spectrum of services serves Shoreline and are well coordinated. As a facilitator/coordinator this City is in a unique position to help weave together the two ends of the diamond and to help all youth service providers understand how they fill a niche within this spectrum of services. These roles are wholly consistent with the vision laid out in the Draft Human Services Strategy.

Pittman's Diamond of Youth Development
Chart 1



Recent research and practice in the field of youth development has shown that the support youth receive from an overall system of services is often more important than any one specific activity or service. Help to overcome any specific problem, e.g. substance abuse, or to provide support for high function, maintaining a high grade point average, is the a product of the interaction among the formal and informal services in a community. Experience shows that activities that address one set of issues, e.g. substance abuse, are the same activities that address other issues, e.g. teen pregnancy or eating disorders. These activities include specific interventions (drug treatment) as well as a system of formal (group counseling, school engagement, safe activities) and informal supports (positive peers and caring adults). And

frequently what is seen as a presenting issue is merely a symptom. Given that it is this interplay among services, the City's actions in support of youth development could be appropriately directed at maintaining functionality of an overall system as opposed to addressing need in any single area of service.

That said, we need to maintain an awareness of how the individual parts of this system are meeting the needs of Shoreline's young people. The following section assesses how well this formal set of services is serving Shoreline.

How do Services in Shoreline Compare?

To look at the availability of services we have identified the following 9 categories:

1. Substance abuse
2. Constructive use of non-school time
3. Violence intervention and treatment
4. Criminal justice
5. Education and childcare
6. Physical health / dental health
7. Mental health
8. Income maintenance / emergency services
9. Family and community support

These encompass the range of programs, agencies and services that communities have in order to support the development of healthy youth and families and to provide assistance in times of particular need or crisis. Each category has been assigned a numerical score of from 1-5. This score rates how readily available these services are to all Shoreline residents. The ratings are based on an assessment of the quantity of service available, how readily available this service is in terms of both geography and cost, the perceived quality of services, the degree to which these services are connected/networked with each other.

- 5= Services are available locally, in ample supply, affordable to all, well connected to other services in the community
- 4= Services are available locally, supply though less than ample, reflects the general level of availability in most communities, are affordable to all and are well connected.
- 3= Services are available in the area but not locally; services, when one gets there are available in adequate supply, affordable to all, but not well connected to Shoreline
- 2 Services are not available to all Shoreline residents due to lack of affordability or limits on supply.
- 1= Services are virtually non-existent for Shoreline residents

Major service providers have been identified in each category. Those with a physical presence in Shoreline are highlighted in bold.

Substance Abuse = 2

Overall substance abuse by youth remains a significant factor in the lives of Shoreline's youth. Close to 25% of 6th graders reported some use of drugs or alcohol and fully 20% of 10th graders reported that they used within the last 30 days. ¹

¹ Healthy Youth in King County, September 1999 p50

health of family. Though not always the leading problem, substance abuse is a major contributing factor to much family and individual dysfunction. Addressing substance abuse is often a necessary first step towards addressing larger underlying problems. Access to these services is therefore a critical part of a community's safety net and supportive services. In Shoreline and elsewhere, outpatient services are readily available for private pay clients. However, treatment, particularly inpatient, is very expensive and less available for low-income youth that rely on Medicaid or other public funding. Access to services can be particularly difficult for teens, even if their families have access to private insurance or Medicaid, as disclosing their problems to parents and family is problematic. In these cases local agencies must use private fundraising to cover costs associated with treatment. And, when treatment is available, in-patient is so expensive that it is rarely used without some sort of private pay arrangement.

Actions that contribute to less substance use and successful recovery include:

- In or out patient treatment
- Prevention education
- Ongoing support groups
- Outreach to engage youth
- Safe, substance free activities
- Parental/adult guidance and role models
- Positive peer influences

Major Providers: **Center for Human Services**, Therapeutic Health Services, Seattle Mental Health, Public Health: Seattle King County, **Shoreline Public Schools**, **Shoreline Police**, **District Court**, In-patient programs e.g. Lakeside-Milam, private out patient services offered through therapists, hospitals and recovery centers, support groups e.g. Alcoholics/Narcotics Anonymous.

What is needed:

- Better coordination of outreach and prevention activities among schools and service providers.
- Stable and increased funding to allow teens without private pay options to access services
- Decreased adult acceptance of youths' substance use
- More effective prevention education.

Constructive use of non-school time = 4

There is a clear connection between youth's opportunities for constructive use of non-school - some call it leisure -time and their ability and propensity to make positive life choices. When approached purposefully, these activities can be designed and delivered in ways that can promote healthy development of youth beyond simply teaching the specific skill or activity. There is a significant supply of services available to Shoreline residents. Shoreline compares well to other communities in terms of sheer volume of services available to its residents. These services are not universally available and are not well connected with each other. Nor are all programs using a similar guiding philosophy and maximizing their opportunities to promote youths' healthy development. For example, after school programs operate at some but not all schools or at the YMCA on the eastside but not on the westside. And there is no central source for a comprehensive listing of things for youth to do.

Activities that contribute to constructive use of time include:

- Recreation programming
- Sports teams and instruction
- Cultural arts programming: music, dance, art
- After school activities
- Family time

Major Providers: *Familles City of Shoreline, Shoreline Public Schools, Shoreline Public Schools' Children's Learning Center, YMCA, Calvin Presbyterian Church, Churches, sports leagues, Campfire Boys and Girls, Boy/Girl Scouts, King County Library System.*

What more needs to happen:

- Increased communication among service providers
- More uniform distribution of programming across the City
- Development of a common set of goals to guide program development
- Increase in general awareness of what services and programs are available
- Improve access for youth involved in non-mainstream activities
- Ensure that programming is culturally appropriate and relevant
- Make full use of community facilities
- Increased coordination of programming to fill service gaps

Violence Intervention and Treatment = 3

Family violence is frequently both a cause and a symptom of deeper problems for youth and adults. Surveys conducted in 1995 indicate that one in five high school age youth have been physically abused or mistreated by an adult. Most recently the issues around dating violence and sexual assault have grown in prominence and recognition. Within the last 10 years the region's capacity to respond to these issues has grown immensely with the creation of a countywide network of agencies that address domestic violence and sexual assault. Addressing domestic violence and sexual assault is most successfully done through the combined efforts of law enforcement and human services. Outside the Shoreline Police and school or CHS counselors there are few other support services located within, or even particularly close to Shoreline. This limits the effectiveness of any combined efforts of various agencies.

Services include:

- Creation and enforcement of laws addressing Substance Abuse/Domestic Violence
- Counseling and support for victims and batterers
- Victims' advocacy
- Safe homes and shelters
- Victims, particularly youth, access to caring adults for informal support

Major Providers: *New Beginnings, Teen Hope, Pathways for Women, YWCA, King County Sexual Assault Resource Center, District Court (DV Advocate), Shoreline Police Department, Harborview Sexual Assault Center, Pastoral/Faith Based Counseling, Center for Human Services, Korean Community Counseling Center*

What needs to be done:

- Improve local access to victims services
- Maintain county-wide Sexual Assault/Domestic Violence systems approach
- Increase local capacity to address teen dating violence
- Culturally appropriate services

Criminal Justice = 3

The criminal justice system plays a major role in both addressing the safety needs of families and participating in a broad range of preventative and education activities. For example, the police and courts are involved in both education about substance abuse as well as the arrest and prosecution of people who are caught DUI or using controlled substances. In Shoreline, the Police Department's School Resource Officers play a significant role in the middle and high schools as well as in City sponsored after school programs. Locally services are provided by the Shoreline Police. These services are acknowledged to be of high quality and very responsive to the community. Once a youth becomes involved in the judicial and detention process the focus shifts outside of Shoreline to Seattle. King County administers the system for offenders. The detention system is acknowledged to be stretched for capacity. The prosecution/adjudication functions have some systemic problems and the system is now undergoing a major reorganization. These factors combine to provide a lower level of service to Shoreline's youth and families.

Services include:

- Law enforcement and investigation
- Criminal prosecution
- Detention/jails
- Counseling for anger management, substance abuse/use, mental health
- Adult and peer support for lawful, non-violent behavior

Major Providers: *Shoreline Police Department, Shoreline Public Schools Truancy and SRO partnership, New Beginnings, Teen Hope, King County Department of Youth Services* for detention and probation of offenders, families.

What more needs to be done:

- Expand outreach for formal mental health, substance abuse and treatment services
- Improve access to Juvenile Courts
- Improve access to services for truant youth
- Provide mentoring opportunities for at-risk youth

Education and Childcare = 4

Education is the single most influential "service" outside the home that youth will encounter. Opportunities for formal education in Shoreline are equal or better than opportunities available throughout King and Snohomish County.

Services include:

- Pre-K; K-12; post secondary,
- Shoreline Community College
- Individual lessons and training (e.g. music, art or sports)

Major Providers: *Shoreline Public Schools, Kings, Shoreline Community College, Center for Human Services*, and the State College System, private instructors, independent Pre-K – 12 schools, *home schools / families*.

What needs to be done:

- More closely integrate community activities to support the schools' educational services.
- Increase mentoring/tutoring opportunities

Physical Health/Dental Health = 2

Access to health care is acknowledged as an essential part of healthy youth development both in terms of having access to treatment when needed and access to preventative services. Though the vast majority of health care is delivered through the private fee for service sector, youth, particularly teens, also make use of other public services particularly for reproductive health concerns. There is also a very significant amount of education effort directed to promote healthy lifestyles through use of helmets and life jackets and at preventing risky health practices like smoking, drug use and dangerous sexual activity. The vast majority of the education is conducted through Public Health and major regional health care institutions such as Children's Hospital or Northwest Hospital. Youth eligible for Medicaid have a much better chance at accessing services than do youth in "working poor" families. In general Shoreline residents have the same levels of access to services as do people in many other suburban communities. Shoreline does however lack any locally based services for those with limited income and those who are using Medicaid.

Services include:

- Routine physician visits and immunizations
- Reproductive health services particularly for adolescent females
- Education and prevention services e.g. smoking, STD's, drug use
- Dental care

Major Providers: *Private pay physicians*, Public Health: Seattle/King County, Planned Parenthood, 45th Street Clinic, Community Health Centers, Children's Hospital, Northwest Hospital, Stevens Hospital

What needs to be done:

- Improve access to services for youth with limited ability to pay
- Increase the number of local physicians and clinics that accept medical coupons

Mental Health = 2

Mental health treatment, like substance abuse treatment, is often a necessary first step towards addressing other individual and family issues. Mental health services are of particular importance to adolescent youth and their parents and families as they grapple with the challenges of the teen years. Access to services can be particularly difficult for teens, even if their families have access to private insurance or Medicaid, as disclosing their problems to parents and family is problematic. In these cases local agencies must use private fundraising to cover costs associated with treatment. In Shoreline mental health services are not well enough coordinated to take maximum advantage of the multiple funding sources that support the overall service system.

Services include:

- Formalized individual and family therapy
- Counseling and support in informal settings
- Outreach to youth in community settings e.g. the REC

Major providers: *Center for Human Services*, Northshore Youth and Family Services, Family Services, Crista Ministries, *Pastoral Faith-Based Counseling*, Seattle Mental Health, *Therapeutic Health Services Shoreline Public Schools*, private pay providers.

What needs to be done:

- Improve access to services for youth with limited ability to pay
- Expand agencies' ability to conduct outreach activities
- Build stronger connections among mental health/counseling organizations

Income Maintenance/Emergency Services = 3

From time to time families will need assistance just to cover the basics of food, clothing and shelter. This need can be short or long term. Typically when a family needs one emergency service they are in need of a number of complimentary services. For the children, the needs get expressed both in a physical sense through hunger or lack of adequate clothing and in a psychic sense through a loss of stability and overall trust. Services include traditional income supplements as well as other support offered to help youth address the symptoms of hunger and poverty, e.g., low reading achievement or poor dental/medical care.

Services include:

- Clothing
- TANIF (Welfare)
- Food banks and free and reduced priced lunches
- Emergency housing

Major Providers: *Neighbors in Need*, *Shoreline Public Schools (referrals and lunch programs)*, DSHS, HopeLink (North and East Multi Service Centers.)

What needs to be done:

- Expand the number of family wage jobs
- Expand hours of operation of food bank to improve access for working parents

Family & Community Support = 4

Parents and youth all need opportunities to share their experiences, frustrations and wisdom around raising healthy children. Shoreline provides many formal and informal avenues for this to occur.

Services Include:

- Early childhood education (Co-op Preschools)
- Parent education classes (Increase parent skills/education)
- Mother/child classes (Opportunities for parent child activities)
- Teen support groups (Opportunities for peer to peer support)

Major Providers: *Churches, Shoreline Community College, Center for Human Services, PTA's, Northwest and Children's Hospitals, Program for Early Parent Support (PEPS), Healthy Start.*

What needs to be done:

- Increase coordination among existing groups
- Expand service accessibility to families with different language and cultural backgrounds

As noted in the introduction to this report, many of these services come into play on a number of different outcomes. For example mental health services are an important component of efforts to reduce delinquency and violence, Outcome 2 and to reduce substance abuse Outcome 4. The following chart shows that of these specific services contribute to each of the 9 youth focused Desired Outcomes. With so much overlap between the outcomes, it is clear that the City's energy directed to any one of the service areas will have an impact on several of the Desired Outcomes.

Desired Outcomes	Service Category adequacy rating								
	Substance Abuse - 2	Constructive Use of time - 4	Violence Intervention and Treatment -3	Criminal Justice -3	Education and Childcare - 4	Physical/Dental Health - 2	Mental Health -2	Emergency Human Services - 3	Family and Community Support - 3
1. More youth in structured, positive activities		X			X				X
2. Reduce delinquency, violence and crime	X	X	X	X	X		X		X
3. More young people who are skilled and prepared		X			X		X	X	X
4. Reduce substance abuse	X	X	X	X	X		X	X	X
5. Reduce child abuse and neglect	X	X	X	X	X	X	X	X	X
7. More youth have contact with caring adults		X		X	X			X	X
9. Increase affordable child care					X			X	X
12. Reduce teen pregnancy	X		X	X	X	X	X	X	X
13. Reduce dating and domestic violence	X	X	X	X			X		X

The final piece of this puzzle is to identify what roles the City and others play in achieving each of these desired outcomes. In other words, if the desire is to enhance the service provision of substance abuse from a category 2 to category 3, whose role should it be to fund or provide it? Should it be the City or someone else?

City, County, School Responsibilities

To guide this role definition we will use the evaluation criteria contained in Draft Municipal Services Strategic Plan (MSSP). For each outcome that applies to children and youth we will examine the City's appropriate role by applying a set of questions used for the MSSP. This set of questions looks at policy practice and emerging trends for guidance as to the how the City can most effectively and appropriately use its resources to assist the community in achieving the desired outcomes. These criteria were developed with the premise that we cannot be all things to all people. Rather, like any organization with limited resources, we must use some guide posts to determine where we prioritize our scarce dollars and efforts. The evaluation criteria, informally supported by your Council at our last retreat, provides assistance in focusing and prioritizing our efforts. Based on the answers to these standard questions, one of three possible roles is illuminated, direct service provider / lead agency, partner (with others) or advocate. In addition to the MSSP framework we will use the framework established by the Regional Finance and Governance (RFG) discussions held in 1998 to determine the appropriate city/county roles (Attachment B.) The RFG process illuminated the possible roles that the County and Suburban Cities would fulfill in the HHS area. While the roles were generally

agreed to in the RFG discussions, the breakdown occurred in deciding who would fund these roles. The original role clarification process has merit for future planning here.

Many services are delivered by other community-based agencies. Their role is clearly that of direct service provider. Rarely do these organizations take on the broad roles or responsibilities that governments do in funding or ensuring access to a range of programs. For purposes of this analysis we will assume that non-profits and churches play the role of direct service provider but do not assume the leadership functions of government

The detailed analysis that developed the following chart is found in Attachment C. This attachment contains an assessment of each of the nine youth related Outcomes. These assessments provide answers to our service evaluation criteria found in the draft MSSP. The answers to the standard questions along with the roles identified in the Regional Finance and Governance document (Attachment B) suggest certain city roles for each outcome. That role is described in the last section of each outcome entitled "Future City Role." For example, *Outcome #1, More youth in structured, positive activities during non-school time*, the City's is found to play a significant direct service and leadership role in the provision of after school and summer recreation programming. This role is supported by the City's current Parks Recreation and Cultural Services Plan and is consistent with the RFG document. Therefore, the matrix identifies the City in the direct service/lead (D/L) role. Both the County and the Schools have a substantial ability to effect these services and often participate to provide resources, in kind or directly. They are identified as playing a partnership role (P). If one looks at *Outcome #12 Increase affordable childcare*, the City is listed as playing the role of Advocate (A). Others are the primary funders and leaders in this area of services. There is no policy support for the City to become involved as either a partner, which implies providing resources, or as a direct funder. That said, there is much the City can do to encourage others to allocate their resources in ways that focus services on Shoreline.

City's Role vis-a-vis other local governments to achieve Health and Human Services Desired Outcomes as applied to youth:

Area of Service/Desired Outcome	City	County	Schools
1. More youth in structured activities	D/L	P	D/L
2. Reduce delinquency, violence and crime	D/L	P	A
3. More young people who are skilled and prepared	P	D/L	D/L
4. Reduce substance abuse	P	D/L	A
5. Reduce child abuse and neglect	P	D/L	P
7. More youth have contact with caring adults	D/L	P	P
9. Increase affordable child care	A	D/L	D/L
12. Reduce teen pregnancy	P	D/L	P
13. Reduce domestic and dating violence	P	D/L	A

D/L Direct Service Provider/Lead Agency: The agency has a mandate either through local policy or statute to pursue programming and activities in this area. Service. The agency's effectiveness is often judged based on the degree to which this outcome is achieved. Fulfilling this role includes funding and/or direct service provision.

P Partner: The agency plays a role in service delivery most often by augmenting an existing service to provide increased access. Fulfilling this role may include funding for selected services. See the MSSP analysis.

A Advocate: The agency works to expand and enhance access for its constituents to services that help achieve this outcome. Fulfilling this role does not include direct funding of services to achieve this outcome.

Proposed Policy Statements

To place the role envisioned on the chart into policy language staff proposes that your Council adopt by consensus the following policy statements:

The City will fulfill the role of direct service provider/lead agency in pursuit of Outcomes 1,2 and 7.

The City will fulfill the role of a Partner in pursuit of 3, 4, 5, and 13. In its role as a partner, the City may from time to time fill critical gaps in services when it finds that support from other appropriate organization(s) is not providing adequate levels of service to the City's residents. In such instances the City's support will be temporary.

In addition to its activities as a direct service provider or partner, the City will fulfill the role of advocate in pursuit of all Outcomes. In this capacity as an advocate the City will seek the creation of community partnerships and non-City funding that improve service levels. As an advocate the City will also work to see that other appropriate levels of government and organizations provide adequate resources to fill critical gaps in services to Shoreline residents.

Enhancing Access to Services

To illustrate how this policy could be implemented, staff has developed a set of options that respond to needs and fill gaps identified in services to Shoreline's youth.

Looking at the analysis of individual service area components three areas of needs and gaps are illuminated:

- The need for better coordination among service providers. This was highlighted in the survey and forum conducted in May of 1999.
- Lack of access to physical/dental health, mental health and substance abuse services. This lack of access is a particular problem for teens and those without Medicaid or private insurance. These areas are all areas where the Regional Finance and Governance process identifies the County as the regional service provider and lead organization. The City's long term role as a partner may not be one of a provider of funds.
- The desirability of developing a community wide "Youth Development" effort. Such an effort will address needs for coordination, connection with adults. In addition, "Youth Development" efforts that increase the capacity of all adults to be more active in providing positive guidance and interactions with youth have been shown to impact each of the nine youth oriented Outcomes.

The following three options lay out choices your Council has to complement this policy direction and to address the three areas of need identified in this analysis.

Options for Shoreline's Involvement in Youth Services: Option 1 – Status Quo

Area of Service/Desired Outcome	City	County	Schools
1. More youth in structured activities	D/L	P	D/L
2. Reduce delinquency, violence and crime	D/L	P	A
3. More young people who are skilled and prepared	P	D/L	D/L
4. Reduce substance abuse	P	D/L	A
5. Reduce child abuse and neglect	P	D/L	P
7. More youth have contact with caring adults	D/L	P	P
9. Increase affordable child care	A	D/L	D/L
12. Reduce teen pregnancy	A	D/L	P
13. Reduce domestic and dating violence	P	D/L	A

(Shading indicates primary focus of emphasis and impact)

Maintaining the City's current mix of services will result in:

Direct Service Provision/Leadership

- Teen Programs including:
 - REC
 - Gym Jams at Kellogg and Open Gym on early release days at Shorecrest
 - Teen Trips
 - Saturday Arts and Teen Trips at Ballinger
 - Partnership with the YMCA and LFP for the Aldercrest Late Nite
 - Summer youth Employment/Earthworks
- Programs for pre-K and elementary age youth
 - General programming e.g. classes and the swimming pool
 - Summer Playground

Partnership

- Human Services Funding
 - CHS – limited mental health and substance abuse
 - Teen Hope – shelter and family mediation
 - YMCA – Club Kellogg
 - Youth Volunteer Corps

Advocacy

- Advocate with the State, King County and United Way for responsible solutions to I-695 funding cutbacks particularly in Public Health Services
- Coordination and collaboration among service providers
 - Develop common brochure with other teen programs and activities
 - Facilitate ongoing dialog among youth service providers to increase their awareness of each other's services and programs.
- Conducting training with community groups on Youth Development to promote better collaboration and coordination among service providers.

Estimated net cost - \$0

Pro:

- Continues current successful programming
- Stays within existing budget levels
- Consistent with current roles and policy direction

Con:

- Does not address gaps in service
- Does not provide equal access to city operated programs

Options for Shoreline's Involvement in Youth Services: Option 2 – Infrastructure Development

Area of Service/Desired Outcome	City	County	Schools
1. More youth in structured activities	D/L	P	D/L
2. Reduce delinquency, violence and crime	D/L	P	A
3. More young people who are skilled and prepared	P	D/L	D/L
4. Reduce substance abuse	P	D/L	A
5. Reduce child abuse and neglect	P	D/L	P
7. More youth have contact with caring adults	D/L	P	P
9. Increase affordable child care	A	D/L	D/L
12. Reduce teen pregnancy	A	D/L	P
13. Reduce domestic and dating violence	P	D/L	A

(Shading indicates primary focus of emphasis and impact)

Improving the infrastructure of existing services offered by the current set of providers in Shoreline would be accomplished through:

- Strengthening the existing programs to ensure that these services are available to all Shoreline youth year round.
 - Work with the partners e.g. schools, YMCA to be sure that all elementary and middle school age youth have access to before and after school care paying particular attention to low-moderate income families.
 - Expand summer playground programming to cover the full summer
 - Do a better job of coordinating programming and marketing of out of school activities to increase participation year round.
- Work with youth serving agencies and the Schools to ensure that mentoring opportunities are available to all Shoreline youth.
- Advocate with the State, King County, United Way Northshore/Shoreline Network and private funders to fill critical gaps in access to mental health, physical health and substance abuse services.
- Advocate with the State and King County for responsible solutions to I-695 funding cutbacks particularly in Public Health services.
- Facilitate the development of a community wide commitment to Youth Development by:
 - Initiating community discussions with youth agencies, churches, schools, community leaders about their role in Youth Development
 - Assessing interest among this group of leaders in taking on a specific campaign or set of activities directed at promoting the concept of Youth Development
 - Launching a formal campaign

Estimated Cost: \$100,000

Pros:

- Fits with City's current set of roles and responsibilities
- Is consistent with future roles as envisioned by RFG
- Builds on current strengths of community

Cons:

- Enhances parts of system that are already working well
- Does not engage new partners
- Is less aggressive in addressing highest need areas

Options for Shoreline's Involvement in Youth Services: Option 3 – Fill Significant Gaps

Area of Service/Desired Outcome	City	County	Schools
3. More young people who are skilled and prepared	P	D/L	D/L
5. Reduce child abuse and neglect	P	D/L	P
9. Increase affordable child care	A	D/L	D/L
12. Reduce teen pregnancy	A	D/L	P
13. Reduce domestic and dating violence	P	D/L	A

(Shading indicates primary focus of emphasis and impact)

Service expansions at this level build on those in Options 1 and 2. This will allow the City to fully address its role in Outcomes 1 and 7 reaching all segments of the community and to fill critical gaps in Outcomes 2 and 4. This would be accomplished through:

Direct Service/Leader:

- After School and School's Out Programming
 - Expand cultural and linguistic accessibility
 - Expand and develop new recreation programming targeted to youth and families

Partner:

- Health and Human Services Funding
 - Provide additional funding to agencies to improve access to mental health and substance abuse services
 - Improve linguistic and cultural accessibility by enhancing existing services or attracting additional providers to Shoreline.

Advocate:

- Use expanded funding to leverage resources from other funders

Estimated cost – \$200,000 (includes enhancements in Option 2)

Pro:

- Addresses gaps in services
- Extends services where the City has lead responsibility to all Shoreline residents
- Allow the City to engage new agency and funding partners

Con:

- City assuming role of funder in areas that are more appropriately the responsibility of another level of government
- High Cost

Next Steps:

- 1) Agree to City's roles in youth services as laid out in the policy section of this staff report and summarized in the following chart (insert City roles chart)
- 2) Reflect Council's direction in the upcoming Health and Human Services Funding cycle of 2001/2002.
- 3) If your council wishes to pursue either Option 2 or Option 3, staff will reflect this direction in the development of the 2001 Annual City Budget and in the 2001/2002 Health and Human Services Funding process and recommendations.
- 4) Undertake appropriate advocacy activities with the State, King County, United Way and the Northshore/Shoreline Public Health and Safety Network to develop stronger support for gap areas.

SUMMARY

The City along with other governments and organizations provide services and support to foster the healthy development of its children and youth. Your Council has established a goal to explicitly state the City's role vis-à-vis these other organizations so that the City can focus the use of its limited resources this in the most appropriate and needed areas. This analysis highlights both areas of need and suggests roles for the City and other to play.

The overall framework that shapes this effort is contained in the Health and Human Services Strategy for the City of Shoreline. This strategy identifies a set of 15 Desired Outcomes that should be the result of the City and its partners' efforts in human services. Nine of these outcomes speak directly to youth services and activities. For each of these nine outcomes the analysis identifies one of three the roles the City, the Schools and the County play in the areas of youth services. These roles include that of direct services provider/lead agency, partner and advocate. The City's and others' roles are defined by applying two analytic frameworks: the Draft Municipal Service Strategic Plan and the framework of regional and local roles in human services contained in the Regional Finance and Governance discussions. The conclusions are displayed below.

Area of Service/Desired Outcome	City	County	Schools
1. More youth in structured activities	D/L	P	D/L
2. Reduce delinquency, violence and crime	D/L	P	A
3. More young people who are skilled and prepared	P	D/L	D/L
4. Reduce substance abuse	P	D/L	A
5. Reduce child abuse and neglect	P	D/L	P
7. More youth have contact with caring adults	D/L	P	P
9. Increase affordable child care	A	D/L	D/L
12. Reduce teen pregnancy	P	D/L	P
13. Reduce domestic and dating violence	P	D/L	A

Staff recommends that your Council adopt the City's role in each area. These policies will guide the City's annual budgeting and program design and the Health and Human Services grants process.

The City, in partnership with the Shoreline Schools and the City of Lake Forest Park, conducted a survey and held a forum with service providers to better understand needs and service gaps in the community. In addition staff conducted an analysis of the current youth services system and developed an assessment of how well Shoreline residents are served. These processes identified four areas of particular need and gaps: coordination and communication among existing service providers, providing equal access across the City to non-school activities, access to physical/dental health, mental health and substance abuse services and development of a community-wide Youth Development effort to unite and direct the community's efforts on behalf of youth.

The staff has proposed three levels of future involvement ranging from the status quo to spending an additional \$100,000 or \$200,000 on youth services. Staff recommends an increment of \$100,000 be allocated for service enhancements that focus on filling the City's direct service provider role in youth activity programming, enhancing existing mentor programs for youth and initiating a community wide Youth Development effort.

The next steps for your Council are to review and adopt the proposed policies and to provide direction to staff on the level of effort the City will take to implement these policies.

RECOMMENDATION

Give staff direction to implement the proposed policies governing the City's role in youth services.

ATTACHMENTS

- A. 40 Developmental Assets
- B. Regional Finance and Governance Matrix
- C. Analysis of desired Outcomes using the Draft Municipal Services Strategic Plan



40 Developmental Assets

Search Institute has identified the following building blocks of healthy development that help young people grow up healthy, caring, and responsible.

CATEGORY	ASSET NAME AND DEFINITION
EXTERNAL ASSETS	Support 1. Family support —Family life provides high levels of love and support. 2. Positive family communication —Young person and her or his parent(s) communicate positively, and young person is willing to seek advice and counsel from parent(s). 3. Other adult relationships —Young person receives support from three or more nonparent adults. 4. Caring neighborhood —Young person experiences caring neighbors. 5. Caring school climate —School provides a caring, encouraging environment. 6. Parent involvement in schooling —Parent(s) are actively involved in helping young person succeed in school.
	Empowerment 7. Community values youth —Young person perceives that adults in the community value youth. 8. Youth as resources —Young people are given useful roles in the community. 9. Service to others —Young person serves in the community one hour or more per week. 10. Safety —Young person feels safe at home, at school, and in the neighborhood.
	Boundaries & Expectations 11. Family boundaries —Family has clear rules and consequences and monitors the young person's whereabouts. 12. School boundaries —School provides clear rules and consequences. 13. Neighborhood boundaries —Neighbors take responsibility for monitoring young people's behavior. 14. Adult role models —Parent(s) and other adults model positive, responsible behavior. 15. Positive peer influence —Young person's best friends model responsible behavior. 16. High expectations —Both parent(s) and teachers encourage the young person to do well.
	Constructive Use of Time 17. Creative activities —Young person spends three or more hours per week in lessons or practice in music, theater, or other arts. 18. Youth programs —Young person spends three or more hours per week in sports, clubs, or organizations at school and/or in the community. 19. Religious community —Young person spends one or more hours per week in activities in a religious institution. 20. Time at home —Young person is out with friends "with nothing special to do" two or fewer nights per week.
INTERNAL ASSETS	Commitment to Learning 21. Achievement motivation —Young person is motivated to do well in school. 22. School engagement —Young person is actively engaged in learning. 23. Homework —Young person reports doing at least one hour of homework every school day. 24. Bonding to school —Young person cares about her or his school. 25. Reading for pleasure —Young person reads for pleasure three or more hours per week.
	Positive Values 26. Caring —Young person places high value on helping other people. 27. Equality and social justice —Young person places high value on promoting equality and reducing hunger and poverty. 28. Integrity —Young person acts on convictions and stands up for her or his beliefs. 29. Honesty —Young person "tells the truth even when it is not easy." 30. Responsibility —Young person accepts and takes personal responsibility. 31. Restraint —Young person believes it is important not to be sexually active or to use alcohol or other drugs.
	Social Competencies 32. Planning and decision making —Young person knows how to plan ahead and make choices. 33. Interpersonal competence —Young person has empathy, sensitivity, and friendship skills. 34. Cultural competence —Young person has knowledge of and comfort with people of different cultural/racial/ethnic backgrounds. 35. Resistance skills —Young person can resist negative peer pressure and dangerous situations. 36. Peaceful conflict resolution —Young person seeks to resolve conflict nonviolently.
	Positive Identity 37. Personal power —Young person feels he or she has control over "things that happen to me." 38. Self-esteem —Young person reports having a high self-esteem. 39. Sense of purpose —Young person reports that "my life has a purpose." 40. Positive view of personal future —Young person is optimistic about her or his personal future.

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Definition of Regional and Local Human Services
(Based on Regional Finance & Governance Process)

Human Service	Regional	Local
1. Family Support and Child Development	Healthy Family/Early Childhood Intervention and Family Support Programs Child Care Refugee & Immigrant Assistance Legal Assistance	Recreation/social activities for families
2. Youth	Youth Shelters & Outreach Youth Counseling & Case Management - Early intervention services—mental health, substance abuse, juvenile delinquency, teen parents, etc.	Recreation/social activities for youth
3. Information and Referral	Community Information Line Crisis Clinic Child Care Information & Referral Aging, Domestic Violence and other specialized I&R	General community-related I&R
4. Basic Needs/Survival Services * (mostly funded with CDBG)	Emergency Shelters Regional Food Supply (including Emergency Feeding Programs) Homelessness Prevention Home Repair Transitional Housing Permanent Affordable Housing	Food banks Meal programs Clothing banks
5. Domestic Violence	All Domestic Violence Basic Services - Counseling - Community Advocacy - Batterer's Treatment - Shelter - Legal Advocacy (District/Family Court)	Legal Advocacy
6. Sexual Assault	All Sexual Assault Basic Services - Assessment - Legal Assistance - Prevention - Treatment - Support	
7. Health (Community and Dental Clinics Only)	Community Clinics Dental Clinics	
8. Employment *	English as a Second Language (ESL) Literacy Employment Support Workforce Development Youth Employment Enhancements	
9. Aging Programs *	[N/A: Mandated area; regionally organized services are covered by Area Agency on Aging]	Senior Centers Other Senior Services

* Service areas primarily funded by state/federal. Regional role is not primary, but to enhance or fill gaps.

MUNICIPAL SERVICES STRATEGIC PLAN

Municipal Services Strategic Plan

Outcome Name:

#1 More youth in structured activities during non-school hours

Service Description:

There is a clear connection between youths' opportunities for constructive use of non-school - some call it leisure, time and their ability and propensity to make positive life choices. Activities that contribute to constructive use of time include:

- Recreation programming
- Sports teams and instruction
- Cultural arts programming: music, dance, art
- After School Activities
- Family Time
- Employment

The City's current involvement includes recreation programming for teens and children and support for the many sports leagues in Shoreline. The City's Summer Playground, day camps and programs offered in partnership with the King County Housing Authority represent specific efforts to serve low-income families and those with limited access to other programs.

Major Providers: *Families, City of Shoreline, Shoreline Public Schools, Shoreline Public School's Children's Learning Center, YMCA, Calvin Presbyterian Church, Churches, Sports Leagues, Campfire Boys and Girls, Boy/Girl Scouts, King County Library System.*

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	
Is this a service we can control?		X	While the City is the major provider of recreation programming and field/facility scheduling, it is not in a position to control the full extent of the community's offerings.
Is this a service being provided by someone else in community?	X		Other providers include the YMCA, faith based groups, Camp Fire and scouting, schools
Is the service meeting the community needs?		X	Services in Shoreline are not evenly distributed around the City and thus available to all youth. There continues to be an unmet need for activities for older elementary and middle school age youth as well as non-traditional programming to respond to the needs for all youth.
Does this affect health, safety or community welfare?	X		Studies conducted by the Search Institute, Hawkins and Catalino, Bonnie Bernard and others show that youth engaged in quality, positive activities and programs are less prone to violence and are more likely to make positive and appropriate life choices.
Is this service a Council goal?	X		The Council has formally adopted a goal to determine the City's role in this area. The Council informally has expressed an interest in serving youth and preventing delinquency.
Does this service affect the ability to achieve council goals?	X		

Are there economies of scale that can be achieved by coordinating services?	X		Through better coordination of services among the City and other providers, youth gain increased knowledge and access to programs that meet their individual needs. And there is increased ability to link and refer youth to other appropriate activities.
Are there future trends and issues that warrant City involvement?	X		There is increasing awareness and evidence showing that youth who are engaged in positive activities become better prepared to function as adults and to resist involvement in negative or criminal behaviors.
Is there a relationship between those who receive services and those who pay for them?	X	X	Some public and non-profit recreation programs charge a nominal fee for participation. These fees rarely fully pay for the cost of the programs. Others, particularly drop in programs, do not charge fees.
Is there a policy reason why the City should be involved in providing this service?	X		Comprehensive Plan Policies PR 37, 38, and 41 specifically call for the City to provide recreation programming targeted to children, families and particularly middle and high school age youth.

Emerging Issues and Future Trends for this Service:

There is increasing awareness and evidence that shows when youth are engaged in positive activities they become better prepared to function as adults and to resist involvement in negative or criminal behaviors. This observation is supported by research from the Search Institute, Bonnie Bernard and others. This research is impacting the design of recreation programming and spurring the development of community wide collaborations geared to improve non-school time programming.

Future trends show a much more conscious and strategic approach to recreation programming that links program design to achieving specific outcomes for participants.

Private organizations are expanding their offerings in the area of youth sports and summer sports camps.

Demand for after school programs is increasing as families and communities seek to fill the after-school time, generally 2:30 – 6 p.m., with safe supervised activities and to avoid latch key situations for youth. This is particularly true for middle and early high school youth that are too old for day care.

Options for the City:

The City is already heavily involved as a direct service provider of recreation services for children and teens.

The City can partner, with either in-kind support or subsidization, with private sector organizations such as the YMCA, Skyhawks, youth sports leagues to be direct service providers

As an advocate the City can take on a role to coordinate among providers for the

1. Use of community facilities.
2. Marketing and advertising of recreation offerings.
3. Expansions of services to address gaps for older elementary and middle school age youth and for nontraditional activities for teens.

Future City Role:

The City will remain one of the preeminent providers of recreation services for children and youth in Shoreline.

In its role as an advocate, the City will work to coordinate activities across the community to assure that all Shoreline children and youth have access to safe structured non-school activities.

The City will convene and continue to work with all service providers and groups to assess the needs of our youth and to develop coordinated programming to meet these needs.

Municipal Services Strategic Plan

Outcome Name:

Outcome #2: Reduce delinquency, violence and crime

Service Description:

A community's efforts in this area include:

- Law enforcement and investigation
- Criminal prosecution
- Detention/Jails
- Counseling and treatment for anger management, substance abuse/use, mental health
- Adult and peer support for lawful, non-violent behavior e.g., coaching, mentors,
- Opportunities for youth's constructive use of time e.g. sports, clubs, religious activities, safe places to go

The City's current involvement includes the routine activities of the Shoreline Police Department, services offered through the Parks and Cultural Services Department, Teen Services and funding provided to human services agencies engaged in remediation: Center for Human Services and Healthy Start.

Major organizations involved include: *Shoreline Police Department, Shoreline Public Schools Truancy and SRO Partnership, New Beginnings, Teen Hope*, King County Department of Youth Services for detention and probation of offenders, King County Department of Human Services, *Shoreline Teen Services, Families, Center for Human Services.*

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?	X		The City is mandated to provide police services. Other services are optional. However, in the framework developed for Regional Finance and Governance, certain youth services are designated as local responsibilities. Mental health and substance abuse counseling for low income are a County responsibility.
Is this a service we can control?	X		The City is in direct control of police services. While the City can encourage the activities of others in support of this outcome, it does not exert complete control of those actions.
Is this a service being provided by someone else in community?	X		The City alone is responsible for straight law enforcement activities. King County has the responsibility for all aspects of any judicial processes. The support services that act to prevent or to treat delinquency, crime and violence are provided by many other government and non-profit partners as well as the City's Parks and Cultural Services programming.
Is the service meeting the community needs?	X		The specific law enforcement needs are well met by the Shoreline Police. Other support services and programs are not fully meeting need due to limited funding/capacity and a lack of overall coordination and awareness of all community resources.
Does this affect health, safety or community welfare?	X		Levels of crime, delinquency and violence affect the overall community safety and quality of life. Lower levels contribute to real and perceived high quality of life.
Is this service a current Council goal?		X	There is no specific 1999-2000 goal that addresses this issue.
Does this service affect the ability to achieve council goals?		X	
Are there economies of scale that can be achieved by coordinating services?	X		Economies of scale and efficiency are gained when the City takes a leadership role in setting a framework and a community agenda for achieving this outcome.

Are there future trends and issues that warrant City involvement?	X		The County Framework Policies and the RFG Framework clearly state that the City has at least shared responsibility in this area. The City is responsible for local law enforcement
Is there a relationship between those who receive services and those who pay for them?		X	
Is there a policy reason why the City should be involved in providing this service?	X		The City's long term policy interests as demonstrated by annual budget decisions supporting law enforcement and court functions, teen programs and human services funding indicate that services in this area are priority.

Emerging Issues and Future Trends for this Service:

The connection between youth crime, delinquency and violence and lack of opportunity for meaningful involvement in community has been positively established through research conducted by the Search Institute, Bonnie Bernard and others. It has also been shown that youth who are personally connected to a community and who are connected to adults in the community are less likely to become involved in crime, delinquency and violence. Both law enforcement and recreation organizations have recognized this. Law enforcement has responded with community policing strategies such as Shoreline's School Resource Officer program. Recreation providers have responded with programs that emphasize community involvement and connections to youth's everyday lives.

There is a strong trend to see that communities offer a variety of options for youth to be involved in structured programs in the after school/ before dinner hours during the school week when parents are not yet home. This responds to a need seen through crime data that show increases in juvenile crime between the hours after school (2:30 p.m.) and before parents come home (6:00 p.m.)

Options for the City:

The City is the provider of law enforcement services to Shoreline. It will decide how extensively to implement community-policing strategies and the extent to which it does this with paid or volunteer staff as in the Neighborhood Police Center.

The City can support after school programming through direct service with its own staff, contracting or partnering with local agencies.

The City can advocate to other stakeholders and providers to provide additional support to the prevention and treatment/remediation services needed.

Future City Role:

The City will remain the provider of law enforcement services and will continue its use of community oriented policing strategies. For youth, this strategy results in a partnership with the Shoreline Public Schools to place school resource officers (SROs) on middle and high school campuses. The Police also work with the City's Teen Programs to have police participate in after school and late night programs.

As a direct service provider, the City will continue to provide late night programs for teens and - as a partners with the schools, the YMCA and other governments (LPF, King County, KCHA) - to support the provision of after school and late night activities.

The vast majority of funding and the vast majority of service provision are beyond the direct control of the City. To improve the effectiveness and responsiveness of these services, the City will act as an advocate for funders and providers to adequately respond to needs in Shoreline. The City will act as a convener to assist in the development of a well articulated system of services for youth in order to both make best use of resources and to make services more functional and accessible for youth.

Municipal Services Strategic Plan

Outcome Name:

#3 More young people who are skilled and prepared

Service Description:

This outcome is characterized by two groupings of services, those geared to helping youth acquire skills and preparation for gainful employment and those services and activities geared towards youth gaining the skills to lead positive, healthful, self-sufficient and productive lives. A community's efforts in this area include

- Formal education: Pre-K, K-12 and Post Secondary.
- GED and high school completion programs
- After School programs and activities (See Outcome #1 Constructive use of time)
- Mental Health services when necessary
- Strong support from family and other caring adults

Major organizations involved include: *Shoreline Public Schools, Shoreline Community College, University of Washington, Kings School, Center for Human Services, Families and Churches.*

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	K-12 and post secondary education is the responsibility of other units of state government.
Is this a service we can control?		X	By statute the City is not placed in control of school activities nor is it in a position to control federal and state programs that provide worker training.
Is this a service being provided by someone else in community?	X		Shoreline Public Schools, Shoreline Community College and private schools and training organizations fulfill the vast majority of these functions.
Is the service meeting the community needs?	X		
Does this affect health, safety or community welfare?		X	
Is this service a Council goal?		X	
Does this service affect the ability to achieve council goals?		X	
Are there economies of scale that can be achieved by coordinating services?	X		
Are there future trends and issues that warrant City involvement?	X		As these local institutions expand or rebuild their facilities, our permitting and planning processes may affect their planning and design efforts. Also, the community currently has a relatively high property tax burden when compared to other jurisdictions. These institutions' desires and ability to raise revenue to support rebuilding and expansion will compete with the City's own emerging needs. All institutions need to collaborate on future plans for efficiencies and competing agendas.
Is there a relationship between those who receive services and those who pay for them?		X	
Is there a policy reason why the City should be involved in providing this service?		X	

Emerging Issues and Future Trends for this Service:

Schools are being driven by "education reform" to maintain a tight focus on performance of students on state mandated tests and assessments. To the extent that the schools' energies are focused tightly on these goals, they are not in a position to rapidly respond to develop and support "non-academic" programs that will enhance youths' academic experiences. Where communities once looked to schools to deliver to students a broad range of important but non-academic lessons, schools are now either not delivering these programs or are relying more heavily on the community for these services.

At the same time, there is an increasingly accepted body of research to indicate that full preparation is more than academic competence.

The Regional Finance and Governance (RFG) process has defined job training as a regional or countywide responsibility.

Options for the City:

The City can play a support role through funding of non-profit agencies delivering job development and training. It has in the past and can in the future operate as a partner to provide job-training experiences for youth.

As an advocate, the City can seek to ensure that Shoreline youth have access to employment and training services delivered on a countywide basis and/or that of a direct service provider by designing its teen programs to focus on job readiness.

Future City Role:

The City is clearly in a position to limit its role to that of a supporter and an advocate in this arena as it has no formal mandate to provided services in this area and there are others with express mandates in this area that will set the agendas.

The City will act to advocate for expansions of services to Shoreline residents and may provide funding in limited instances where it can be demonstrated to significantly expand access to job training programs.

The City should be conversant with the schools' long-term capital and funding plans to ensure we can facilitate their goals and growth. Yet, the schools should be educated as to the City's policy goals and capital needs to ensure that we collaborate on future funding requests for the use of the same revenue base and to assist in meeting each other's policy goals.

Municipal Services Strategic Plan

Outcome Name:

#4 Reduce Substance Abuse

Service Description:

Overall substance abuse by youth remains a significant factor in the lives of Shoreline's youth. Close to 25% of 6th graders reported some use of drugs and alcohol and 20% of 10th graders reported that they used within the last 30 days. ¹ Actions that contribute to less substance use and successful recovery include:

- In or outpatient treatment
- Prevention education
- Ongoing support groups
- Outreach to engage youth
- Safe, substance free activities
- Parental/adult guidance and role models
- Positive peer influences

Major Providers: *Center for Human Services*, Therapeutic Health Services, Seattle Mental Health, Public Health: Seattle-King County, *Shoreline Public Schools*, *Shoreline Police*, *District Court*, In-patient programs e.g. Lakeside-Miliam, private out patient services.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	King County has formal responsibility (RCW 49.____) to fund drug and alcohol treatment services and has an established department for this purpose. Cities receive a small amount of revenue from liquor profits that must be used to support alcohol treatment programs. This funding is not tied to either youth or adults.
Is this a service we can control?		X	
Is this a service being provided by someone else in community?	X		Private agencies.
Is the service meeting the community needs?		X	Inpatient treatment is prohibitively expensive for all and thus is limited in its availability. Individuals without access to some form of 3 rd party payer often find limited service availability and long waits for treatment.
Does this affect health, safety or community welfare?	X		Substance abuse is a contributor to many anti-social and illegal acts. Reduction in the rate of substance abuse will result in lower criminal activity and its associated costs to residents and the City.
Is this service a Council goal?		X	
Does this service affect the ability to achieve council goals?		X	
Are there economies of scale that can be achieved by coordinating services?		X	King County as the major funder is in a position to provide coordination of these services.
Are there future trends and issues that warrant City involvement?	X		Substance abuse services are undergoing shifts and reorganization within King County. The County is merging mental health and substance abuse into one department Services to Shoreline residents will be impacted by these changes as providers seek to minimize costs.

Is there a relationship between those who receive services and those who pay for them?	X		Services are provided on a sliding fee scale in the non-profit world. For those with adequate income.
Is there a policy reason why the City should be involved in providing this service?		X	There are ample qualified providers in or near Shoreline with the <i>capacity</i> to serve Shoreline. They are not necessarily all providing adequate levels of service to Shoreline. The City can play a role to ensure access for Shoreline residents and to promote a community climate that supports healthy non-using lifestyles.

Emerging Issues and Future Trends for this Service:

The reorganization of King County's substance abuse programs and the transition to a managed care environment will cause a realignment of service providers. A likely outcome of this process is a further focusing of resources for low-income/Medicaid eligible youth and those with personal resources, usually insurance, to pay the cost of treatment. This will leave many youth without access to services. This focus may reduce the support that youth service providers get for outreach and prevention activities.

The RFG process identifies Youth Counseling/Case Management as a regional service. Yet, historic funding patterns provide for substantial involvement of the cities in support of their local youth counseling agency. Until the RFG is agreed to by all jurisdictions, the cities will likely be a continuing funder of these services.

Reports and surveys of youth themselves indicate that substance abuse continues to be a major factor in the lives of over 15% of our youth.

Youth service providers indicate that while service capacity appears to exist, actually getting youth into counseling and treatment programs remains a significant problem.

Options for the City:

Given King County's lead role as the administrator of state and federal substance abuse treatment and prevention funding, the City plays at most the role of partner and advocate.

As a partner the City could continue its current role as a funder using its resources to expand access to services for Shoreline youth not covered by King County or to target services to specific groups in Shoreline.

As an advocate the City could work on behalf of service providers serving Shoreline and on behalf of Shoreline residents to make services funded by the County and the State more readily available and accessible in the City.

The City can continue to make use of its recreation programming, e.g. "Girls Group" and the no tolerance policy enforced at Teen Programs to promote outreach and intervention/prevention activities for youth.

Future City Role:

Consistent with the RFG framework, over time, the City will work in partnership with agencies, King County and other funders to develop other resources to support these activities.

In its support role the City will focus its activities as a partner on funding ensure that Shoreline youth have access to affordable services.

The City will operate its recreation and police services in ways that support youths' remaining free of substance use and to make swift and appropriate referrals in situations where youth are already involved in substance abuse.

Municipal Services Strategic Plan

Outcome Name:

#5 Reduce Child Abuse and Neglect

Service Description:

Activities that reduce child abuse and neglect are a combination of intervention and prevention

Intervention

- Referral to Child Protective Services
- Arrest and prosecution of child abusers
- Education and treatment for parents to avoid any or to prevent further, incidents of neglect

Prevention

- Identification and intervention with high-risk parents
- Parent education and training classes
- General community education and awareness of the issue

Major organizations involved include: *Healthy Start*, Child Protective Services, *Courts*, *Shoreline Public Schools Teen Parent Program*, *Shoreline Police*, Program for Early Parent Support (PEPS), *Center for Human Services*

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	The State and County are the legally responsible levels of government to address cases of abuse and neglect. Locally Shoreline Police may be involved in making arrests and conducting criminal investigations.
Is this a service we can control?		X	
Is this a service being provided by someone else in community?	X		Direct intervention is done by Child Protective Services
Is the service meeting the community needs?		X	
Does this affect health, safety or community welfare?	X		Abuse and neglect directly impact the safety and welfare of the children and families involved.
Is this service a Council goal?		X	
Does this service affect the ability to achieve council goals ?		X	
Are there economies of scale that can be achieved by coordinating services?		X	
Are there future trends and issues that warrant City involvement?		X	
Is there a relationship between those who receive services and those who pay for them ?		X	
Is there a policy reason why the City should be involved in providing this service ?		X	

Emerging Issues and Future Trends for this Service:

Between 1993 and 1998 referrals to Child Protective Services have remained constant at about 3% of the youth aged 0-17. This indicates that there continues to be a need for services but that the demand is not growing.

Within the last decade research and practice in the field has shown that significant reduction in abuse and neglect can take place in high-risk populations. For the last 5 years, locally the Healthy Start program run by Shorenorth Parent Education Center and the Center for Human Services operates such a program that serves Shoreline residents. The City supports this program with Human Services funding.

Options for the City:

Direct service provision is the responsibility of either the County, the State or non-profits. Outside local Police enforcing State law, there is not role for the city to develop services specifically to address child abuse and neglect.

As a partner the City does now provide funding to Healthy Start and to the Center for Human Services, which supports services for high-risk parents. This role is identified by RFG as a regional service. Until RFG is agreed to by all jurisdictions, the city will likely be a continuing funder of these services.

As an advocate the City can play a leadership role in developing partnerships with others in the community to lead efforts to establish norms throughout the Shoreline community that do not accept or tolerate child abuse and neglect..

Future City Role:

The City will continue its Police involvement in enforcement and investigation of criminal abuse and neglect.

Until such time as RFG is agreed to, the City will continue is partnership with local agencies to support services to high-risk families in order to reduce the incidents of child abuse and neglect.

As an advocate the City will support marketing and public education efforts that target child abuse and neglect.

Municipal Services Strategic Plan

Outcome Name:

#7 More youth have contact with caring adults

Service Description:

Achieving this outcome requires that a whole community adopt new norms that support all adults' taking a level of personal responsibility for the healthy development of the community's youth. Typically community leaders in partnership with cities and schools will undertake a broad based community education and training effort aimed at teaching and reinforcing these norms. Activities that support this outcome include

- Engaging the leadership of a community and its youth serving organizations in a broad based education and marketing effort to promote adult involvement in the lives of youth.
- Engaging youth in dialog about ways their community does and can support them
- Focusing the efforts and activities of youth oriented organizations (Recreation programs, YMCA, Churches, Non-Profit Agencies, Schools) to support this new norm.

More specifically one would see city and agency/organization sponsored recreation, socialization, and education programs revamping their programs in small ways to help achieve this outcome. There is also a great deal the community at large does to foster this outcome. From things as simple as adults greeting youth with a, "Hi," to adults volunteering in schools set a community tone of caring for children and youth. Because so much of this is dependent on the design of a program or the attitude of an adult one of the key ingredients to success is gaining community agreement that this is a norm to be pursued.

Major organizations involved include: *Families, City of Shoreline Health and Human Services and Parks and Cultural Services, Shoreline Public Schools, YMCA, Youth Sports e.g. Shorelake Soccer, Faith Based Organizations and Churches, Center For Human Services,*

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	
Is this a service we can control?		X	
Is this a service being provided by someone else in community?	X		Families, Schools, Faith Communities, Sports and Clubs
Is the service meeting the community needs?		X	Surveys of youth locally and nationally indicate that fewer than 50% of teens report contact with more than 3 caring adults. (Search Institute)
Does this affect health, safety or community welfare?	X		Indirectly. Studies show that youth who are have many caring adults in their lives are less likely to engage in violent or unsafe behaviors and are more likely to make healthy lifestyle choices.
Is this service a Council goal?		X	
Does this service affect the ability to achieve council goals?		X	
Are there economies of scale that can be achieved by coordinating services?	X		Coordination of this education and outreach effort is essential to its success.
Are there future trends and issues that warrant City involvement?	X		Communities throughout Puget Sound (Redmond, Seattle, Bellevue, Snohomish County) are realizing the value of this type of early intervention/ prevention and support effort as a way to promote positive youth development. They are developing efforts to increase the levels of adult involvement in young people's lives.
Is there a relationship between those who receive services and those who pay for them?		X	
Is there a policy reason why the City should be involved in providing this service?	X		This is consistent with the Council's Goal 4 to ensure access to all services and the underlying intent to foster a healthy community for youth. It is also a key element of the HHS Strategy

Emerging Issues and Future Trends for this Service

There is increasing awareness and evidence that show that youth that are in contact with more caring adults make healthier more socially positive choices as teens, become better prepared to function as adults and to resist involvement in negative or criminal behaviors. This observation is supported by research from the Search Institute, Bonnie Bernard and others.

Throughout the country in all states and in over 500 communities, and particularly in the Puget Sound, communities are mobilizing around the goals of what is called positive youth development. A key strategy in this effort is to link youth with more positive caring adults. Communities doing this in King County are organizing under the name; *It's About Time...For Kids*. The specific activities are tailored to each community examples include:

- In Seattle there is a strong emphasis on training youth serving organizations and on reaching into communities of color.
- In Bellevue there is an emphasis on public information and revamping the City's teen programs.
- In Redmond there is an emphasis on including youth in all public forums in the year 2000.

Options for the City

As a direct service provider the City can employ this approach to the design of all its programs that engage youth and adults. This has a particularly strong impact on recreation and police services. A chief example of this is the School Resource Officer that places an officer at each middle and high school.

As a partner the City can foster agency adaptation of this approach though an emphasis in its human services funding that rewards programs that are designed to foster greater adult/youth interaction.

As an advocate the City can play a leadership role in developing partnerships with others in the community to lead efforts to establish these norms throughout the Shoreline.

Future City Role

As a partner should use its human services funding directed towards youth services to foster agency implementation of programs that foster greater adult/youth interaction.

The City's primary role is that of an advocate leading a community wide efforts to incorporate actions to achieve this outcome into all youth work in Shoreline.

As a direct service provider the City should ensure that its own programs foster this outcome. An example of this is the efforts the REC makes to include Police and adults from service providers in its activities. Expanding and revamping family oriented recreation programming to be sure that youth and adults have opportunities to participate together in recreation activities.

Municipal Services Strategic Plan

Outcome Name:

#9 Increase affordable childcare

Service Description:

Increasing the availability of affordable childcare takes increasing the number of childcare providers willing to accept DSHS reimbursement or King County scholarships, increasing the supply of subsidized childcare and/or increasing the numbers of scholarships available.

Major organizations involved include: King County, State of Washington-DSHS, *Shoreline Community College*, Childcare Resources, *Shoreline Public Schools- Head Start and the Children's Learning Center*, YMCA and other local private childcare operators.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	
Is this a service we can control?		X	The main source of subsidy comes from the State and County. In some communities, non-profits, religious organizations and municipalities also provide subsidy or low cost care.
Is this a service being provided by someone else in community?	X		King County and the State of Washington fund scholarships for lower income families. Childcare Resources recruits and trains providers in an effort to enhance the supply of affordable childcare training to providers
Is the service meeting the community needs?		X	The major childcare providers have very limited space available to families using King County or State subsidies.
Does this affect health, safety or community welfare?		X	
Is this service a Council goal?		X	
Does this service affect the ability to achieve council goals?		X	
Are there economies of scale that can be achieved by coordinating services?	X		Coordinated administration of childcare subsidies provides for a more efficient and easier to use system for both families and childcare providers.
Are there future trends and issues that warrant City involvement?	X		Welfare reform has put more families in the workforce that need affordable quality care for children.
Is there a relationship between those who receive services and those who pay for them?	X		Affordable childcare, even that which is heavily subsidized, often requires a significant contribution from the family.
Is there a policy reason why the City should be involved in providing this service?		X	There is no adopted policy regarding this goal

Emerging Issues and Future Trends for this Service:

Welfare reform, now in its third year of implementation, has caused many more mothers to enter the workforce and to need childcare while they are working.

King County Executive Sims, pre I-695, announced an initiative to raise the wages of workers in childcare centers that accepted subsidies. This is expected to result in an increase in the number and quality of subsidized slots available throughout King County.

The Shoreline Public Schools offer an extensive supply of market priced before and after school childcare. Subsidized childcare slots are available at Brookside Elementary School, the site of the district's Head Start Program. At present, licensing issues between the Office of the Superintendent of Public Instruction and DSHS, limit the School District's ability to accept DSHS and King County subsidies at other sites.

RFG identifies childcare as a regional service.

Options for the City:

As a direct provider the City itself could operate childcare as part of its recreation programs.

As a partner, the City could, as do Seattle and Bellevue, fund childcare subsidies for its residents

As an advocate the City could seek to promote the expansion of childcare centers and to encourage childcare providers to make use of existing subsidy programs. This would likely involve working with the Shoreline Public Schools, King County and DSHS to address licensing issues.

Future City Role:

The City will advocate for the expansion of childcare centers, to encourage childcare providers to make use of existing subsidy programs and to expand options for use of subsidies in childcare provided by the Shoreline Public Schools.

Municipal Services Strategic Plan

Outcome Name:

#12 Reduce teen pregnancy

Service Description:

Reducing teen pregnancy is a very complicated issue that is impacted by various factors including family history, and possibly religious and cultural influences as well as a teen's ability to make positive choices about their well being. Specific activities that contribute to this outcome include:

- Broad based activities that increase teens' ability to make healthy positive choices about their lives, e.g. Contact with caring adults (Outcome #7)
- Specific educational and information programs aimed at appropriate and safe sexual activities.
- Access to medical services.
- Participation supervised after school activities (Outcome #1)
- Freedom from family and dating violence.
- Non use of drugs and alcohol.

Major organizations involved include: *Families, Planned Parenthood, Faith based Organizations and Churches, Public Health: Seattle-King County, Shoreline Public Schools, Center for Human Services/Healthy Start, YMCA, City of Shoreline Teen Programs*

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	
Is this a service we can control?		X	
Is this a service being provided by someone else in community?	X		<i>Families, Planned Parenthood, Faith based Organizations and Churches, Public Health: Seattle-King County, Shoreline Public Schools, Center for Human Services,</i>
Is the service meeting the community needs?		X	
Does this affect health, safety or community welfare?		X	
Is this service a Council goal?		X	
Does this service affect the ability to achieve council goals ?		X	
Are there economies of scale that can be achieved by coordinating services?	X		Having a coordinated system of services increases the rate at which teens use appropriate counseling and medical services
Are there future trends and issues that warrant City involvement?		X	
Is there a relationship between those who receive services and those who pay for them ?		X	In instances where medical services are delivered to individuals there is a direct relationship even though most youth do not pay the full cost of services themselves.
Is there a policy reason why the City should be involved in providing this service ?		X	There is no adopted policy governing this outcome

Emerging Issues and Future Trends for this Service

Teen pregnancy is declining overall but remains an issue for a significant number of teens.

Restructuring of Public Health following the passage of I-695 could have significant impacts on the level of public education and awareness activities that occur. This restructuring could also result in reductions in the availability of confidential medical services for teens.

As schools refocus resources on academic activities, there may be less emphasis on health and pregnancy prevention education.

RFG and state statute clearly places authority and responsibility for Public Health and health services with the County.

There is increasing awareness and evidence that show that youth who feel connected to and supported by their community are less likely to both engage in sexual activity and to become pregnant. They also make healthier more socially positive choices as teens, become better prepared to function as adults and to resist involvement in negative or criminal behaviors. This observation is supported by research from the Search Institute, Bonnie Bernard and others.

Options for the City

The City has no direct service responsibilities specifically focussed on achieving this Outcome.

The City can act as a partner in providing funding to local agencies and organizations that address teen pregnancy issues. In this role the City would work with Public Health and private health care providers to be sure that services remain accessible to Shoreline residents.

As an advocate the City can work to establish a climate of support for teens to make healthy choices. The City can seek partnerships with others in the community to lead efforts to promote and implement the overall concept of positive youth development.

Future City Role

The City will play a role of advocate to:

- Ensure that Shoreline residents have access to regionally delivered services.
- Replace funding Public Health; Seattle-King County lost as a result of I-695.

The City will work in partnership with other community agencies and leaders to implement the overall concept of positive youth development in Shoreline.

Municipal Services Strategic Plan

Outcome Name:

13 Reduce domestic and dating violence

Service Description:

Services to reduce dating and domestic violence are a mixture of specific interventions and the development of an overall climate where violence is not tolerated. While this overall outcome addresses needs of both youth and adults, this description focuses on application to youth. Services include:

- Creation and enforcement of laws addressing SA/DV
- Counseling and support for victims and batterers
- Victims' advocacy
- Safe homes and shelters
- Victims, particularly youth, access to caring adults for informal support

Major Providers: *New Beginnings, Teen Hope, Pathways for Women, YWCA, King County Sexual Assault Resource Center, District Court (DV Advocate), Shoreline Police Department, Harborview Sexual Assault Center, Pastoral/Faith Based Counseling, Center for Human Services.*

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?	X		The City is mandated to provide police and court advocate services for adults.
Is this a service we can control?	X	X	The City can control the police. The City can influence but not control other criminal justice services or the services of private agencies.
Is this a service being provided by someone else in community?	X		Community agencies and the courts provide counseling and advocacy services. Schools and other institutions provide training in conflict resolution.
Is the service meeting the community needs?	X		
Does this affect health, safety or community welfare?	X		Domestic and dating violence are safety issues.
Is this service a Council goal?		X	
Does this service affect the ability to achieve council goals?		X	
Are there economies of scale that can be achieved by coordinating services?	X		
Are there future trends and issues that warrant City involvement?	X		Services are delivered on a regional basis through a network of non-profit agencies and the criminal justice system. Cities have played a partnership role as a funder of DV/SA services using MVET revenues. I-695 will cause a reassessment of this relationship.
Is there a relationship between those who receive services and those who pay for them?		X	Services to victims are provided as a community service to assure their safety and to aid in prosecution of perpetrators.
Is there a policy reason why the City should be involved in providing this service?	X		The City should be involved to further the community goal of Shoreline as a safe place to live.

Emerging Issues and Future Trends for this Service:

Youth report increasing levels of dating and domestic violence.

Passage of I-695 removes a source of funding earmarked specifically for domestic violence intervention and advocacy. In the FY 2000 budget this item is now covered. This relationship will be reviewed for the FY 2001 budget.

RFG identifies legal advocacy as a local responsibility and youth counseling as a regional service.

Funding practice throughout the County and in Shoreline include cities as key funding supporters of counseling and support.

Options for the City:

The City can remain involved on the law enforcement side with its police services.

The City can play a partnership role and provide funding to local agencies such as New Beginnings, Teen Hope and Center for Human Services.

The City can play an advocate's role aimed at shaping the regional network of services to ensure that Shoreline residents have adequate access to services.

Future City Role:

The City will remain involved as a direct service provider of law enforcement through its police services.

In its partner role the City will focus is activities as a funder to ensure that Shoreline youth have access to affordable services.

Consistent with the RFG framework, over time, the City work in partnership with agencies, the County and other funders to develop other resources to support these activities.

As an advocate the City will seek to replace revenues lost for I-695 to support victims' services.

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Water Services Study – Evaluation of possible City role in water service delivery
DEPARTMENT: City Manager's Office
PRESENTED BY: Kristoff T. Bader, Assistant to the City Manager

EXECUTIVE / COUNCIL SUMMARY

The Growth Management Act ("GMA") places the responsibility to plan and ensure the provision of adequate utility services on cities. Your Comprehensive Plan provides direction that also suggests we have a role in ensuring cost effective utility services. Since just after incorporation, the City has been evaluating utility services and determining the appropriate role of the City in fulfilling its responsibility under the Growth Management Act. Water service is the next service area to be considered. Two separate entities, the Shoreline Water District ("District") and Seattle Public Utilities ("SPU") provide water service within Shoreline. The District was operating under a franchise that expired December 31, 1999. The City recently adopted a two-year franchise with SPU.

On October 11, 1999, staff presented to your Council analysis regarding the potential impacts of the passage of Initiative 695 on the City's ongoing revenues. The two-year franchise with SPU, which includes a franchise fee, was negotiated in response to your Council's discussion on that date. Staff has also contacted the District regarding a new franchise that would include a franchise fee. The District's initial position is that they would accept a franchise with a fee only if it was part of a long-term agreement ensuring the District's independence and giving the District the ability to assume SPU's service area (See Attachment A). For this reason, and the fact that your Council has expressed an interest in determining our long term role in the water area, staff is bringing forward recently completed analysis regarding water service within the City to assist your Council in determining the City's appropriate role in providing this service and next steps in working with the Water District.

This report transmits and summarizes the findings of a study comparing and contrasting the level of service provided by the District and SPU (See Attachment B). Optional roles for the City in ensuring adequate water service and next possible steps based thereon follow that summary.

The study examines five areas of water service; i.e. Water Supply, Rate and Financial Levels, Service Levels, Operation and Maintenance Programs, and Customer Service, contrasting the two providers against each other and industry standards when appropriate. The study was performed by engineering firm of CH2M Hill with Dave Parkinson, former Chief Engineer for SPU, as the project manager.

Key findings of this study include:

- **Water Supply**
 - SPU, which owns both the Tolt and Cedar watersheds and the water rights therefrom, has a secure water supply
 - The District, which purchases water from SPU via a contract that expires in 2012, will need to take action to secure a water source in the near future either through joining the Cascade Water Alliance, re-negotiating with Seattle, or finding an alternative source
- **Rate and Financial Levels**
 - SPU's rates include an \approx 14% out of city surcharge and a Seattle utility tax
 - SPU's rates are still \approx 30% lower than the District's rates¹
 - SPU does not hold reserves in excess of that necessary to satisfy the debt coverage requirements of its revenue bonds
 - The District's rates 5th highest among the 28 water service providers (including the City of Seattle) in the greater Seattle area²
 - The District has established rates and policies that have accumulated reserves that equaled \$2.7 million³ at the end of 1998
- **Service Levels**
 - SPU's system is aging and a sustained and increased pipe replacement program is recommended
 - The District has almost completed an aggressive pipe replacement program and further pipe replacement is seen as unnecessary for the near future
 - The District has established and achieved a higher water pressure standard
 - Some of SPU's customers experience low water pressure
 - Some of SPU's service area does not have adequate fire flow
 - A focused hydrant installation program is recommended for both utilities
- **Operation and Maintenance Programs**
 - SPU has two Shoreline water reservoir maintenance projects in its 6-year CIP
 - It is estimated that \approx \$1 Mil. a year in CIP funding would be necessary for the next 6 years for SPU to begin making recommended system improvements
 - The District's draft CIP includes projects estimated to cost \approx \$34 Mil. over the next 12 years including \approx \$25 Mil. for a water treatment plant
 - Other than hydrant installation, no significant capital expenditures on the District's system are recommended in the near future
 - The District has a regular line flushing program and fewer dead-end lines likely resulting in fewer water quality complaints
 - Recent regulatory changes have hampered SPU's flushing program and their system experiences a slightly higher number of water quality complaints
- **Customer Service**
 - SPU has a fully staffed centralized customer service office in downtown Seattle that tracks and responds to questions and requests for service
 - The District has staff easily accessible through a local office

¹ Based on an average monthly bill calculation for an "average" customer using 8ccf/month in winter and 12 ccf/month in summer.

² See Figure 1 included in Attachment B.

³ \$.6 Million Debt Reserve, \$1.9 Million Sinking Fund, \$.2 Million Construction Reserve.

This study is presented to assist your Council in understanding the water service area from a policy and service delivery perspective and to begin working towards a consensus regarding the appropriate role of the City in ensuring the adequate provision of water services to Shoreline residents as required by the GMA. It is also meant to implement some other policy goals found in your Comprehensive Plan such as ensuring cost-effective public investment and service delivery for utilities.

Staff has previously presented five options for the City in addressing this issue for discussion purposes. Hybrids or combinations of these options are possible. Each of the five options presented has a particular set of pros and cons that are addressed in the body of the report.

1. Maintaining the status quo: The City would retain its current dual provider relationship for water service. Staff would focus on developing long-term franchises with current providers.

2. Acquiring SPU's current water service system: Staff would focus on transfer negotiations with SPU.

3. Annexing to the District: Staff would focus on negotiating an interlocal supporting District efforts to acquire and operate SPU's service area in Shoreline.

4. Assuming the District's current water service system: Staff would focus on analysis and legal process, as established by state law, necessary to assume the District's assets, liabilities, and personnel.

5. Acquiring SPU's and assuming the District's service systems and serving all of Shoreline: This combines the second and fourth options discussed above requiring the same activities and resulting in the same Pros and Cons with the additional drawback of attempting to accomplish two administratively difficult tasks at once.

Only options 2, 4, or 5 would provide the City with a direct role in regional water issues related to ESA and the formation of a regional water supply consortium, the Cascade Water Alliance ("CWA"), that will impact the cost and availability of water to Shoreline residents. Only option 3 satisfies the District's request as articulated in Attachment A. Further, option 2 would be easier for the City with the staff, equipment, and infrastructure that would be available to the City by assuming the District (Option 4) first.

The District chose not to join the CWA by the November 15, 1999 deadline for its formation. The formation objective of achieving membership equal to 75% of current SPU wholesale customers was not satisfied and the future of the CWA and its role in regional water issues are now uncertain.

The assumption process is initiated by a City ordinance that would be followed by a report and notice to the Boundary Review Board. Since part of the District is within Lake Forest Park, they will have a role in determining the appropriate process and the eventual form of an assumption should your Council choose that option.

RECOMMENDATION

No specific action is requested at this time. We are seeking consensus directing staff to pursue one of the five options described above.

Approved By: City Manager LB City Attorney M/A

BACKGROUND / ANALYSIS

The Growth Management Act (GMA) (RCW 36.70A) defines "Urban Governmental Services" as:

"...those public services and public facilities at an intensity historically and typically provided in cities, specifically including storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas..." (RCW 36.70A.030 (19))

The Act goes on to say in several sections that cities are the unit of local government most appropriate to provide Urban Governmental Services. Some cities assert that the GMA directs and authorizes cities to assume special purpose districts like the Shoreline Fire District, the Shoreline Wastewater Management District, or the Shoreline Water District. Most special purpose districts, however, dispute that interpretation of the law. There does appear to be some agreement that (at a minimum) higher planning and coordination responsibilities for Urban Governmental Services including water are placed on municipalities.

We did some research regarding the role current cities play in providing water service. As evidence of the importance that municipalities have placed on controlling this crucial service area, we found that **93%** of Washington Cities over 10 years old who responded to the Association of Washington Cities annual water fee study operate a water utility. If we assume that special purpose districts serve all cities that did not respond to this study, then we would find that **78%** of all Washington cities operate a water utility.

Consistent with a city's responsibilities under GMA, your Council adopted a number of framework goals as part of the City's Comprehensive Plan that relate to utility services. These include:

- FG1: Accommodate anticipated levels of growth and enhance the quality of life within the City of Shoreline.
- FG7: Assure effective and efficient public investment for quality public services, facilities, and utilities.

Your Council also adopted the following policies specifically relevant to this issue as part of the Utilities Element of the Comprehensive Plan:

- U1: Promote the provision of utility services citywide that meet service levels established in the Capital Facilities Element at reasonable rates.
- U2: Investigate alternative service provision options that may be more effective at achieving these service standards or in meeting other policy goals found in the Comprehensive Plan.
- U12: Investigate water reuse opportunities that: - may diminish impacts on water, wastewater and surface water systems, - promote the conservation or improvement of natural systems.
- U16: Support efforts which will ensure adequate water supply and wastewater treatment capacity for existing and anticipated development at service levels designated by the Capital Facilities Element.
- U17: Support efforts which will correct existing water and wastewater system deficiencies where deficiencies exist and ensure adequate infrastructure and services for all areas of the City.

Further, the Council Workplan in 1998 and again in 1999-2000 has included the determination of the City's role in providing services including utility services.

In response to Council's expressed policies in this area, staff developed an interlocal agreement and franchise with the Shoreline Wastewater Management District through which Wastewater District committed to pursuing the acquisition of SPU's sewer service area within Shoreline. This move to change the current two-provider system was taken in an attempt to serve the above policies by supporting the unification of service under one local provider. In 1997 and 1998, staff focused on analyzing electrical service and developed a long-term franchise with Seattle City Light to provide this service. This new franchise was framed to address multiple policy goals of the Council (rates, taxes, rights of way, etc.) In 1999, Staff has been developing comparative analysis regarding the provision of water service within the City. The results of that analysis are included in this report and the attached report developed in conjunction with CH2M Hill.

The articulation of these policies and the activities that the City has engaged in over the last four years reflect the seriousness that the City has placed on it's responsibility to ensure the quality provision of Urban Governmental Services to Shoreline residents.

Your Council has also articulated a policy toward seeking efficiencies in the provision of governmental services. This policy was articulated during supporting discussions for both your Council's 1999-2000 goals number 6, "Continue to strengthen intergovernmental relations ... strengthen communication and collaboration with the School District and other public agencies," and Number 9, "Accelerate City Hall planning."

REPORT METHODOLOGY

The report included as Attachment B, "Comparison of Water Services Provided Within the City of Shoreline by the City of Seattle and Shoreline Water District" ("Comparison Report"), was predominantly drafted by CH2M Hill engineering staff led by Dave Parkinson. One of the key objectives of the Comparison Report was to not only compare the service providers within Shoreline to each other, but also to accepted industry standards. Mr. Parkinson's 11 years of experience with SPU's water division, last holding the position of Chief Engineer, and his broader experience with CH2M Hill since leaving SPU provided the City with the expertise necessary to interpret the information provided by the current providers and to identify industry standards when available.

The City asked Mr. Parkinson to assist the City in collecting information and providing analysis on the five operational or service areas listed below.

1. **Water Supply:** Identify sources, quality thereof, and any future uncertainties or key decisions to be made regarding that supply
2. **Rate and Financial Levels:** How do the rates for various services compare between the current providers and others in the region, how are they expected to change in the future, and how do other financial policies affect service or the rates charge for service
3. **Service Levels:** What factors exist to indicate the service levels provided and how do the current providers compare in these areas
4. **Operation and Maintenance Programs:** What comparisons can be made regarding the daily operations of the service providers
5. **Customer Service:** How do the providers respond and interact with the customers in Shoreline

The current providers are very different both in the size and complexity of their respective operations and in their governance. The first step was simply to request the same information from both providers and then to identify the pieces of information provided that were or could be made to be comparable. This was accomplished through a number of information requests and meetings with staff from both utilities. With the exception of information about other service providers in the region and industry standards, all information was either provided by or derived from information provided by the two current service providers. Both providers were given opportunities to review drafts of this report and comment or provide additional information. EES Consulting of Bellevue provided additional financial analysis.

ADDITIONAL INFORMATION

In order to supplement the analysis included in the attached report, we will go through the sections of the report to provide updated information and additional context and clarification.

Water Supply (Attachment B, Page 4)

As stated in the report, approximately 60% of the City is served directly by SPU. Planning analysis performed by SPU indicates that they have sufficient water supply to meet the anticipated needs of all their direct service customers, including those in Shoreline, through a 50-year planning horizon. SPU does not, however, have sufficient water to satisfy the growing needs of its current wholesale water customers, including the District, over that same period. SPU does not want to take on the responsibility of developing additional water supply sources. For this reason SPU is discontinuing its wholesale water contracts as of 2012 and has been supporting the formation of a new water supply organization, the Cascade Water Alliance ("CWA"). As demand begins to exceed current supply and supply already under development, other water purveyors will need to secure new sources of water either through CWA or on their own.

The District has been studying this water supply issue for some time. They have been involved in the formation of the CWA, but have not taken action to join the association. The CWA was supposed to gain the participation of 75% of the 27 existing wholesale customers of SPU by November 15, 1999, and execute a water purchase contract with SPU for water purchases post 2012 by that same date. Neither of these goals were accomplished. Only 10 purveyors have joined CWA to date. The CWA members are continuing efforts to define their goals and objectives and to develop a relationship with SPU.

A study commissioned by the District indicates that the CWA, should it complete the Tacoma Pipeline 5 project, would have sufficient water for its members (assuming 100% participation) into the foreseeable future.⁴ The District, however, is working toward the development of Lake Washington as a water source. The District has no water rights and no authorization to pull water from Lake Washington. The District has proposed two potential means of gaining the ability to utilize Lake Washington as a source. The first is through King County's potential right to the use of treated water ("re-use" water), and the second is through a transfer of Seattle's water right.

The state Department of Ecology ("DOE") regulates water rights and use permits. Staff spoke with Dan Swenson, Section Supervisor Water Resource Program, at the regional DOE office in Bellevue and his supervisor, Keith Philips, at DOE's headquarters in Olympia. While the District did submit two applications for a permit to pull water from Lake Washington in 1994, the DOE does not anticipate taking any action to review these applications in the foreseeable future.

⁴ Shoreline Water District "Water Supply Alternatives Study," RH2 Engineering, January 1998.

WAC 173-508 closed the Cedar watershed to new consumptive uses in 1979. A change in the administrative law would be required prior to the awarding a use permit to pull water from Lake Washington. The DOE is focusing its limited resources on watersheds that have not been closed. They also pointed out that if King County does build a third treatment plant, and a tertiary treatment facility, and gets the necessary environmental permits to discharge to Lake Washington, it would still take a change in state law to allow the District to pull water from Lake Washington utilizing King County's re-use water right. Neither had heard of a legal precedent that would allow Shoreline to acquire a portion of Seattle's water right. Mr. Swenson also pointed out that while the transfer of a permit from the headwaters to the lake may no longer be as inconceivable as it was a few years ago, it would still be necessary for the District to secure a right that could then be transferred and for the DOE to approve any permit application which, again, they are not processing at this time.

In addition to the significant legal uncertainty regarding the District's proposal, analysis regarding the financial advisability of such a project is limited and should be debated publicly before embarking on commitments of this financial magnitude. While the District spent just under \$549,355 to purchase water in 1998 and budgeted \$767,919 to purchase water in 1999, annual operation and maintenance costs alone for the proposed water treatment plant were estimated in early 1998 at \$800,000 per year. Construction of the plant was estimated at an additional \$23 million with another \$1 million to be spent on legal costs associated with permitting the facility⁵. Still to be considered are potential reimbursement costs that may need to be paid to King County for "re-use" water or other water right holder. This also does not include expenditures budgeted for 1999 including \$2.5 million for acquisition of the DNR property, the proposed site of the treatment plant, and \$318,000 for studies and consultation fees related to the Lake Washington project.

Staff's analysis of water supply alternatives for the District is incomplete. The preceding information is provided to illustrate the magnitude and complexity of the issue. How this issue is resolved will directly influence the City's ability to ensure the adequate provision of water services to the 40% of the City serviced by the District over the long term. Further, one may want to consider that if after more complete investigation Lake Washington turns out to be the best source of water for Shoreline, then which of the City's optional roles would best facilitate efforts to secure that source.

Rates/Financial Comparisons (Attachment B, Beginning on Page 6)

In 1998, the District's average water rate ranked 5th highest among the 27 water purveyors who purchase water from SPU. SPU's average rate in Shoreline ranks 20th on this list and its rate inside Seattle ranks 24th. Why the District's rates are higher than most purveyors in King County is unclear. SPU has two wholesale water rates, i.e. an old water rate and a higher new water rate. The District purchases very little new water. Only five of the 27 purveyors purchase less new water. Bellevue purchases the most new water by a significant margin, but its rates are almost the lowest (25th out of 28 including Seattle). While we have not performed a comparative analysis of annual expenditures for administration, capital investment, or reserve policies between the District and other purveyors, the two possible drivers of this relatively high rate are the District's capital investment activities and excess revenue accumulation.

From 1995 to 1998 the District collected an average of 7.8% revenue in excess of expenses. Another way to examine the appropriateness of this revenue level is to examine the District's Debt Service Coverage ratio. This ratio compares excess revenue to annual debt service costs. A minimum ratio is established by bond covenants and is often a key driver in establishing

⁵ Shoreline Water District "Water Supply Alternatives Study," RH2 Engineering, January 1998.

rates. It is not unusual for utilities to establish a ratio goal of 1.5 to 2 in its rate setting policies. The District's bond covenants establish a minimum ratio of 1.25. The average ratio achieved by the District from 1995 to 1998 is 2.92. As mentioned earlier, at the end of 1998 the District was holding \$2.7 million in reserve accounts. A 10% operational reserve would equal about \$240,000.

The District reports that its Debt Service Coverage ratio goals used for setting rates were 2.2 in 1998 and 1999, and is 1.58 for 2000. They report that the ratio achieved in 1998, 3.56, was high due to water sales in excess of their forecast. Water sales are currently below forecast for 1999 indicating that this ratio may be closer to the established target. They also report that all reserves have been dedicated for specific purposes by action of the Water Commission and that they believe that their current reserve level and past rate performance has allowed them to maintain a strong bond rating in the face of Initiative 695.

The report forecasts a 14% increase in SPU's retail rate from 1999 to 2000 and additional increases of 8% or greater over the following three years. Due to the passage of Initiative 695, the Seattle Utilities Committee's recommendation to the full Seattle City Council at the time this report was written is to combine planned increases for 2000 and 2001 into a larger 2000 increase of \approx 19%. SPU's rate proposal also includes an increase in the old water wholesale rate of \approx 21%. Wholesale water purchases were about 32% of District's total budgeted operating expenses for 1999. The District plans to increase single family residential rates by 2.5% and all other rates (i.e. multi-family, commercial, institutional) by 5.6%. The District's modest rate increase in the face of increasing wholesale water rates and Initiative 695 may be an attempt to reduce the excess revenues that have been generated over the last few years. SPU's large rate increase and the District's modest increase should reduce the rate differential between the two providers.

Service Levels (Attachment B, Beginning on Page 13)

This section of the report discusses five different areas that are considered indicators of the level and quality of service provided by the utilities, i.e. Facilities Design Criteria and Quality, Age of the Water Supply Infrastructure, Pressure Service Levels, Water Storage Capacity, and Fire Flow Service. The report clearly articulates that, through significant capital investment, the District has provided a higher level of service in most of these areas. The questions are; is further investment by the District prudent and what are the likely consequences of continued under investment by SPU?

The District is in the final phase of a significant pipe replacement program, and the report concluded that no further investment in pipe replacement is expected to be necessary for at least 35 years. The report does recommend a fire hydrant installation program, not currently part of the District's CIP, and does not comment on the reservoir and other maintenance activities included in the District's CIP. The report also finds that the District's current storage capacity is adequate, approaching the upper limit of the state standard of 200 to 800 gallons per customer. The District, however, has disclosed plans to construct a new reservoir on the recently acquired DNR property. Whether this significant investment is necessary in the absence of plans to also construct a treatment plant on this property is the key question that staff is exploring.

In addition to the need for a hydrant installation program, SPU's system suffers from the lack of a sufficient pipe replacement program and low water pressure levels. Simply put, water pressure levels at the low end of SPU's standard, 25 to 30 psi, would result in it taking a noticeably long period to fill a tub for a bath or in an aggravatingly weak shower. Old, corroded interior plumbing may exacerbate this problem to the point of dysfunction. Seattle is in the

process, however, of studying this problem (i.e. testing during different times of the year and under diverse conditions to identify the areas most affected) and is expected to design system improvements to improve the pressure in the areas experiencing this problem. Problems created by SPU's aging infrastructure in Shoreline are both more significant and more difficult to resolve.

There are basically two reasons to replace pipe, i.e. either it is undersized to satisfy the current demand for water or it is failing or at significant risk of failing due to its age. Six to eight inch water mains are standard today and reliability decreases as pipe passes 50 to 60 years of age. In Mr. Parkinson's considerable experience, increasing repair costs usually justify replacement of pipe approaching 85 years of age. SPU's inventory of pipe in Shoreline includes 144,067 feet of pipe that is three inches or less, or will be over 85 years of age by 2035. Replacing this pipe over the next 35 years will require a 50% increase in Seattle's current program. There is also an additional 47,793 feet of 4-inch pipe that is substandard, will not support a fire hydrant, and may not provide adequate flow. There is a further 268,575 feet of pipe that will pass 85 in the 20 years from 2035 to 2055. If SPU does not increase its pipe replacement rate in Shoreline significantly in the near future and over the next 50 years, then they can expect increasing maintenance and repair costs and Shoreline citizens can expect increasing failures that could constitute a risk to adjacent infrastructure, i.e. the City's right-of-way and other utilities.

As demonstrated by the rate proposals mentioned above, SPU has increased its wholesale and retail rates significantly over the past few years including 1999-2000. The primary purpose of these increases is to support capital investment in water supply related to new federal clean water regulations and ESA. Shoreline is not the only area within SPU's retail service territory that is faced with infrastructure problems. One would hope that after completion of SPU's current CIP, that the resources generated by recent rate increases will be turned to its distribution system. However, we currently have no means to ensure that increased investment will occur and this would not be a standard issue addressed in a franchise agreement.

Operation and Maintenance Program (Attachment B, Beginning on Page 28)

The two major differences identified in this section relate to capital improvement programs and system flushing. We have already discussed the capital programs of both providers in some detail. In regards to water main flushing programs, the District has been able to maintain a program in the face of changing federal and state regulations, while SPU has not.

These regulations now restrict the release of chlorinated and fluoridated drinking water into surface water systems. In order to comply with these regulations, both SPU and the District must flush their systems into the Wastewater Management District's sewer system. In order to gain authorization to do so, the Wastewater Management District required both to sign an interlocal agreement that placed the responsibility on the entity placing water into their system for any sewer system failure during a water main flushing event regardless of the cause. SPU did not feel comfortable signing such an agreement and, as a result, has not flushed its pipes in Shoreline for about five years. The District felt like it had no choice but to sign the agreement and has continued its flushing program. Without regular flushing, sedimentation and stagnation can occur in low flow areas potentially leading to discolored or odd tasting water. SPU's lack of a flushing program likely explains most of the water quality difference between the two providers.

Customer Service (Attachment B, Page 38)

Which provider has better customer service depends on the customer's preference. SPU's customers can almost always get someone on the phone. The someone, however, will be in

downtown Seattle and may, or may not, be familiar with Shoreline. The District's customers can during normal business hours walk into the District's offices in the North City neighborhood and talk with someone face to face who is likely able to assist them. The City has not integrated its Development Services with either provider at this point and a stop at the offices (i.e. downtown Seattle or North City) of one of the providers is a necessary step in most development projects.

Accountability / Coordination and Duplication Among Shoreline Public Agencies

Even though this topic area was not specifically covered by the consultant's report, it has been at the top of your Council's priority list for some time.

Every decision made by your Council has a level of public disclosure that is extremely high. Your meetings are televised and advertised on television. Key issues are communicated to citizens in advance of the decision via newspaper and newsletters. Not only are Council agendas on the web page, but the entire staff report is available as well. Citizen advisory groups are utilized as additional conduits for ideas, opinions and information. Key policy documents are readily accessible via libraries, Kinkos, etc. The budget document is comprehensive and well written for citizen's use. These are all a reflection of your Council's value of accountability and openness to the citizenry. The two water providers have varying degrees of accountability and public disclosure, neither of which reaches the level of the City. Given the rising cost of water and that key decisions regarding the future supply of water and the use of a prime piece of property in the City are about to be decided, it is important that a public discussion take place in this area before decisions are finalized.

Due to the length of time this community was unincorporated, we have various independent public agencies (WSDOT, sewer district, water district, fire district, schools) that have developed (and are still developing) their administration and operations facilities, their own support systems (data processing, human resources, finance / accounting, etc.) and their own fleet.

The Water District recently purchased property from the State adjacent to the Fircrest site. Use of that site may have impacts on our community through its future development or from missed opportunities. As you know, the City is also developing plans to address our own needs. It will be extremely unfortunate to eventually have six separate public administrative buildings and six operations yards in a City that has limited taxable property. Furthermore each agency shares similar needs for fleet, finance/accounting, human resources, etc. Duplication of these assets or overhead services should be avoided as well.

SUMMARY COMPARISONS

The Executive Summary of the Comparison Report (Attachment B) articulates several key comparisons between the two providers. Rather than repeating those here, we will attempt to draw some conclusions from combinations of those comparisons.

1. The District's rates are higher than most providers in the region and significantly higher than SPU's rates due at least in part to a capital investment program that may be unnecessarily aggressive, and due in part to reserves and spending in preparation for their Lake Washington Project. A project that has many questions, impacts, benefits, and challenges. In contrast, SPU's rates in Shoreline are some of the lowest due in part to its lack of sufficient capital investment in its distribution system.
2. SPU holds the largest water right in the County and is in the process of preserving that right exclusively for direct service customers, including those within Shoreline, by ending current fixed quantity purchase contracts with existing purveyors like the District as of 2012. The

District holds no water rights and is in the process of trying to secure a water supply after 2012.

3. The Seattle City Council controls SPU and customers outside Seattle are not represented in that governance process and are treated differently. Three locally elected Commissioners are responsible for oversight of District operations, but public participation in Commission decisions is limited and the level of accountability is at a much different level than typically seen in a general purpose government like the City of Shoreline.
4. The District's rates could be lowered, or future increases deferred, through prudent changes to capital investment policies. SPU's rates do not support an adequate level of capital investment decreasing current service quality and increasing the risk of future distribution system failures.
5. These could be a duplication of facilities and/or support costs, which is not unique to just the Water District.

These comparisons and those contained in the attached report form the basis for the following analysis of how each of the 5 options presented fit with Council's stated objectives and the City's responsibilities under GMA.

OPTIONS ANALYSIS

The following analysis is offered in support and clarification of the summary statements made in the executive summary regarding each of the five options presented were necessary.

1. Maintaining the status quo: The City would retain its current dual provider relationship for water service. Staff would focus on developing long-term franchises with current providers.

Pros:

- ❖ **Presents lowest administrative burden on the City**
The City already has the resources necessary to develop franchises with the current providers and, since the City would not be taking on any responsibilities with regards to water services, no additional resources would be needed. This is seen as a positive due to the limits on City resources and the lack of any funding under this option to support City activities in this area.
- ❖ **May provide the groundwork for developing positive long-term relations.**
This would address at least one of the District's desires, that is to stay independent. We would avoid the tension that may occur as a result of an assumption process.

Cons:

- ❖ **City would continue to have no role in water service issues unrelated to the management of the right-of-way**
This places the City in the position of being a silent guarantor of the utility operations for a basic, life supporting service. If a special purpose district begins to fail in the long term, they or the citizens they serve will often seek the intervention of municipalities, as the Richmond Beach Water District sought assumption by SPU in the 1960's. If both providers continue to operate and provide an adequate level of service, then the City is uninterested. If, however, either fails and the City is required to intervene by operation of the GMA or demand of the public, then the City may be faced with paying the price for past missed opportunities.
- ❖ **Franchising is an intermittent process that is not well suited for addressing emerging service issues**
A franchise is a legal document with limited flexibility. If an unanticipated issue arises during its term, then the City may have limited recourse to address it.

- ❖ The level of accountability for this key service will not be at the level provided by the City.
- ❖ To the extent there is a duplication of facilities and costs, it may continue in the future.
- ❖ The Council has expressed an interest in streamlining land use/building permitting via a one step process. This will be more difficult to achieve.
- ❖ The District's current statement position as expressed in Attachment A would indicate that it may be very difficult to reach agreement on a franchise.

This option would provide for a continued service role for SPU. The District's request includes the City's facilitation of the District's assumption of SPU's service area within Shoreline as discussed in Option 3 below. Issues such as guaranteed independence and being the sole provider are unnecessarily finding their way into the franchise discussions making this option less viable.

2. Acquiring SPU's current water service system: Staff would focus on transfer negotiations with SPU.

Pros:

- ❖ Would give the City and its citizens local control of the level and quality of water service provided to a segment of the City (Shoreline City Council instead of Seattle City Council)
- ❖ Would give the City a role in regional water supply discussions
Current discussions regarding the formation of the CWA and other regional water issues including ESA are restricted to municipalities and other governmental entities that actually provide water services. This is one of the drivers behind King County's move to gain rights to water reclaimed from its wastewater treatment process. These discussions will shape water supply far into the future and currently your Council has no role in this important regional discussion.
- ❖ Would provide the opportunity to keep Shoreline tax dollars in Shoreline
SPU currently collects rate proceeds from Shoreline customers to pay a utility tax to the Seattle General Fund. This burden on Shoreline customers does not benefit them other than providing SPU with some incentive (some Seattle politicians analogize this tax to profit) to continue serving the Shoreline area.

Cons:

- ❖ May increase water supply uncertainty for existing SPU customers
This would convert current SPU customers from retail to wholesale customers through the City. As previously discussed, contracts with wholesale customers for water supply are scheduled to expire in 2012. It may be possible to negotiate a different arrangement as part of the service transition, but this is uncertain at this time.
- ❖ Would require the purchase of the system from SPU and capital investment to separate the two systems to some degree
SPU has made it clear that their system within Shoreline has value and that they would expect payment for that value. They also have a history in working with other entities of looking at value based upon revenue stream rather than actual asset value. In addition, this area is seamlessly integrated with SPU's system and most of the water storage serving Shoreline is located outside the City. Some separation between the system would be necessary to allow for independent operation and storage would need to be provided for.
- ❖ May require a rate increase even if current service levels are maintained
This would be principally due to the cost of acquiring and separating the system.
- ❖ May require the City to acquire the staff, equipment, and infrastructure (office space, service yard, etc.) to operate the utility

- ❖ Will add to the administrative burden of the City.

3. Annexing to the District: Staff would focus on negotiating an interlocal supporting District efforts to acquire and operate SPU's service area in Shoreline.

Pros:

- ❖ Would consolidate water service under one provider
- ❖ Would eliminate Seattle utility tax on water in Shoreline
- ❖ May lead to an improved level of service in SPU's service area
The District would be expected to implement its higher capital investment standards within the acquired service area.
- ❖ May allow for the imposition of a franchise fee
As mentioned earlier, this option is consistent with the District's requests regarding a franchise that includes a fee as expressed in Attachment A. Yet it doesn't provide for the long-term independence of the district; another request of theirs.

Cons:

- ❖ City would continue to have no direct role in water service issues unrelated to the management of the right-of-way
- ❖ May increase water supply uncertainty for existing SPU customers
(See discussion for Option 2)
- ❖ Would require the District to purchase SPU's system and to make capital investments to separate the two systems to some degree
(See discussion for Option 2)
- ❖ Would result in a rate increase for current SPU customers even if current service levels are maintained
The City, with condemnation and permitting authority, arguably is in a stronger position than the District to negotiate acquisition terms with SPU. The same cost items discussed in Option 2 would place upward pressure on the District's rates.

4. Assuming the Districts' current water service system: Staff would focus on analysis and legal process, as established by state law, necessary to assume the District's assets, liabilities, and personnel.

Pros:

- ❖ Would give the City a role in regional water supply discussions
- ❖ Would give the City control of the level and quality of water service provided to a large segment of the City allowing it to ensure concurrency with the City's comprehensive plan
This would provide the best opportunity for close integration of zoning for planned growth and existing infrastructure or planned infrastructure.
- ❖ Would allow for the consolidation of duplicative governmental and operational functions and assets
The District has expressed an interest in developing a mutual aid interlocal and consolidating GIS services, but has shown very little interest in working with the City to consolidate other duplicative resources. Office and maintenance space, administrative functions including finance, human resources, and management, and operations including planning, engineering, and permitting could all be consolidated.
- ❖ Would provide the City with staff, equipment, and infrastructure necessary to provide water services
State law requires the City to maintain the employment of current District staff and transfers all of the District's assets to the City.

- ❖ Would allow the imposition of a franchise fee or utility tax
- ❖ Would provide the City with billing infrastructure and cost support increasing opportunity to communicate with residents and perhaps consolidate other billings
 - The District currently bills its customers every other month. The City could include informational flyers with the billing statements and may be able to take over surface water billing from the County and discuss consolidated billing with other utilities. This would reduce postal fees and the cost of collecting surface water revenues.
- ❖ May allow the City to reduce current water rates or future rate increases in this service area
 - Efficiencies gained through consolidation with other City services and a re-examination of the District's CIP may provide opportunities for reduced capital expenditure and ongoing operational savings.
- ❖ Would enhance citizen accountability for key decisions (CIP decisions, budgets, etc.)
- ❖ Would add land to our inventory to address City policy and operational goals.

Cons:

- ❖ Would increase the size of the City staff
- ❖ May divert staff resources from other priorities
- ❖ May damage relations with other special purpose districts operating in Shoreline
- ❖ May result in a protracted public debate and legal process

5. Acquiring SPU's and assuming the District's service systems and serving all of Shoreline: This combines the second and fourth options discussed above requiring the same activities and resulting in the same Pros and Cons with the additional draw back of attempting to accomplish two administratively difficult tasks at once.

SUMMARY

Both service providers present a unique set of opportunities and challenges that likely support increased City involvement in ensuring the continued adequate provision of water service consistent with the City's responsibilities under GMA and your Council's priorities. Resource limitations resulting from the passage of Initiative 695 place have increased pressure on local government to find efficiencies in order to continue providing the services citizens demand and provides additional emphasis on City efforts to clarify this issue. The difficult decision before your Council is what eventual role for the City in providing water services best serves the community and which of the presented options should be pursued at this time to move toward that role.

RECOMMENDATION

No specific action is requested at this time. We are seeking consensus directing staff to pursue one of the five options described above.

ATTACHMENTS

Attachment A – Letter Regarding Franchise Terms From Cynthia Driscoll to Robert E. Deis
Dated November 10, 1999

Attachment B - Comparison of Water Services Provided Within the City of Shoreline by the City of Seattle and Shoreline Water District (October 1999 – CH2MHill)

**Letter Regarding Franchise Terms
From Cynthia Driscoll to Robert E. Deis**

(Dated November 10, 1999)

RECEIVED

NOV 12 1999

City Manager's Office



November 10, 1999

Commissioners:
Bob Chute
Mike Harrigan
Ron Ricker

City of Shoreline
Bob Deis, City Manager
17544 Midvale Ave N.
Shoreline, WA 98133

District Manager:
ynthia L. Driscoll

Dear Mr. Deis,

The City of Shoreline has asked the Shoreline Water District to suggest the terms and conditions it would like to have in a new franchise agreement. As you know, the District's franchise expires on December 31, 1999. The Board of Commissioners have requested that I provide you with an outline of the minimum terms and conditions that, if acceptable, can be developed into a more comprehensive document. They are:

1. "Usual" Provisions. All franchise agreements contain "usual" provisions, such as rules regarding working in and restoring the right-of-way. The District expects that these "usual" provisions would be included in a new franchise. The City may have developed its own regular franchise terms, or we could use the former King County franchise as a sample from which to work.
2. Term. Most franchises are 25 years in length; the former King County franchise is an example of that. The District suggests that the new franchise agreement also be 25 years in length. The City must agree not to assume the District during the 25 year term of the agreement, unless the District fails to comply with regulatory and public health standards. The latter provision should give the City and its citizens assurance that the District will continue to operate the water system in full compliance with the laws and regulations.
3. Fee. The District will pay a franchise fee of \$80,000.00 per year. The actual fee stated in the franchise agreement will be a per-foot charge (e.g., \$0.05 per linear foot), so that the multiplication of the number of linear feet of District's water main located within the Cities right-of-way, times the charge will equal \$80,000.00 per year. The number of linear feet will be updated every two years, so that any increase in installation of water mains will mean an increase in the annual payment. The District intends to pass this fee on to the customers as a per-service charge, so the money will be collected with payment of the bi-monthly bills. If for any reason Shoreline Water District is prohibited from collecting this franchise fee from its customers then the requirement to pay the franchise fee will become void.

P.O. Box 55367

19 N.E. 177th St.

Shoreline, WA 98155

(206) 362-8100

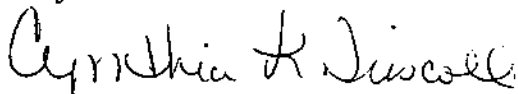
Fax: (206) 361-0629

4. Seattle's System. As you know, there has been discussion and a written proposal submitted to the City regarding the Shoreline Water District being Shoreline's preferred provider and assuming the City of Seattle's water system located in the west side of the City of Shoreline. The City must agree to support the District's negotiations for acquisition. The franchise agreement should state that, if the transfer is successfully negotiated, then the franchise agreement will have to be amended to include that property within the agreement and the amount of the franchise fee will have to be adjusted.
5. Utility Coordination Committee. The District would expect that the City would create a Utility Coordination Committee consisting of all local governments within the City, to review operations, maintenance, capital improvements, and planning. This committee should help limit redundancy of future utility developments, improve communication, cooperation, and coordination for all public works matters, and elevate the level of trust between all governments.

The District is aware of the time constraints the City is under to get a new franchise completed by year end.

If the City finds these general terms and conditions acceptable, then we can immediately commence with the preparation of a franchise agreement (which is an interlocal agreement) for approval by the City Council and the District Board of Commissioners. Please advise.

Sincerely,



Cynthia L. Driscoll
District Manager

cc: Board of Commissioners
Mayor Scott Jepsen, City of Shoreline
Mr. Kristoff Bauer, Assistant to the City Manager
Andrew Maron, District Attorney

**Comparison Of Water Services
Provided Within The City Of
Shoreline By The City Of Seattle And
Shoreline Water District**

(October 1999 – CH2MHill)

**Executive Summary Only
Full report available at the City Clerk's office or area libraries**

Final Report

Comparison of Water Services Provided Within the City of Shoreline by the City of Seattle and Shoreline Water District

Prepared for
City of Shoreline

October 1999

CH2M HILL, Inc.
PO BOX 91500
Bellevue, WA 98009-2050

CH2MHILL

Executive Summary

Water service to the residents of the City of Shoreline is delivered directly by Seattle Public Utilities (Seattle) to its Direct Service Area, the area generally west of I-5, and through a wholesale water purchase agreement between the Shoreline Water District (District) and Seattle Public Utilities to the area of the City east of I-5. Although water to Shoreline comes from the same sources, the water services and operations of the two water suppliers are different in many ways.

The purpose of this report is to compare the water service received by residents of the City of Shoreline between Seattle Public Utilities and the Shoreline Water District and to industry standards where appropriate. This comparison is intended to provide sufficient background information for the City Council to assist the City in establishing a long-term vision for itself with respect to water service.

This report examines five primary areas of water service for comparison between the two water suppliers. These are:

- Water Supply
- Rate and Financial Levels
- Service Levels
- Operation and Maintenance Programs
- Customer Service

Below is a summary of the key findings from each of these sections:

Water Supply - The City is served by water primarily from the South Fork Tolt Watershed whether Seattle or the District delivers it. The District at this time is considering whether or not to join the Cascade Water Alliance.

Planning - In 1999 and 2000, both the City of Seattle and Shoreline Water District are updating their respective water comprehensive plans. Before the plan can be fully adopted, both utilities will need to acquire the approval of the City of Shoreline for the portions of the plan that are within the boundaries of the City.

Current Water Rates - The residents in the City served by Seattle pay an outside Seattle retail rate, which for a customer with an average level of consumption is \$21.65 per month as compared to the District at \$28.96 and inside Seattle at \$19.01. The District's average monthly bill is 5th highest out of the 27 regional purveyors. The outside Seattle rate would rank 20th out of 27 if it was considered as a purveyor rate.

Water Rate Increases - Water rates in the City in the Seattle-served area are expected to increase at between 8% to 14% per year until 2004. After 2004 the rates are expected to reflect the rate of inflation. The expected rate increases in the District should be similar due to the fact that they buy all of their water from Seattle. One factor that could increase or decrease the future rate projections in the District is the decision regarding what major projects are included in the Capital Improvement Program.

New Service Charges - Both utilities charge hook-up fees to new customers for installation of a service meter. The charges to customers in the Seattle-served area are approximately \$1,750 plus a Special Tap Charge if the Utility paid for installation of the water main in front of a property that would equal approximately \$250 to \$350 for a property with a pipeline built in 1965 and approximately \$4,000 to \$5,500 for a pipeline built in 1995. In the District service area the charge is \$3,151.91. (If a developer installed the water main, total new service charges would be \$1,443.) Customers of both utilities are

charged for extra services, for example replacing and upsizing a water meter, through separate ancillary charges based on the costs to provide the services. These charges increase operating efficiency by discouraging unnecessary demand for services. Revenues from ancillary charges are used to finance annual operations and maintenance.

Reserve Funds - Seattle does not generally calculate its rates to collect additional dollars to include in a reserve fund. They do have an account where they will place funds that have exceeded expectations. The District reported holding just over \$2.7 million in three separate reserve accounts at the end of 1998.

Facilities Design Criteria and Quality - The design standards used by the two utilities do not differ to any great extent.

Age of the Water Supply Infrastructure - The District is more aggressive in replacing older facilities and substandard piping, and replaced most of the piping in its system in the 1960's. To upgrade the Seattle system, a pipeline replacement program with an average pipeline replacement rate of 4,110 feet per year for the next 35 years will be required. This is a 50% increase over the replacement rate seen in the 1990's. The District, under the same assumptions, has only one year's worth of replacements and the program is essentially unnecessary in the near future.

Pressure Service Levels - There are neighborhoods in the Seattle system that experience pressures at the low end of the 30 psi to 80 psi range. The District has cut its system into smaller service zones and decreased the neighborhoods that experience pressures in the low end of the 30 psi to 80 psi range.

Water Storage Capacity - The state standard for storage capacity is 200 to 800 gallons per customer. The District meets this standard in their system, providing approximately 785 gallons per customer. The District also has plans to build additional storage capacity on the recently acquired DNR property. Because of the large regional storage facilities that exist in the Seattle system just outside Shoreline's boundaries, Seattle Water exceeds the state standard by a significant margin providing 1,960 gallons per customer.

Fire Flow Service - Fire flow service in both utilities generally meets existing standards, however some improvements are required and have been identified in both areas. As a comparison, there is 1 fire hydrant per 616 feet of pipe in the Seattle service area and 1 per 665 feet of pipe in the District service area. The average spacing in both areas exceeds the standard of 350 feet between hydrants. Additional hydrants should be added to the system as part of the pipeline replacement program or in areas where pipe is not expected to be replaced within the next 25 years. A focussed hydrant installation program should be developed in both service areas.

Capital Improvement Projects - Both utilities have established and clear capital improvement programs. Seattle's program, however, is not well defined for the area it serves within Shoreline. Seattle plans two major projects in the next 6 year period. An estimate of funding required to begin upgrading the Seattle system in the next 6 years is about \$1,000,000 per year. The District's draft CIP proposes to spend approximately \$33,562,000 in the next 12 years on capital needs with approximately \$25,975,000 or 77% of that for the proposed water treatment plant project.

Pipe Replacement - The pipelines serving the City within Seattle's service area are generally older than the pipelines in the District's service area. Pipelines of a substandard size comprise approximately 4.2% of the distribution system in the Seattle served area and approximately 0.6% of the distribution system in the District service area. A significant pipeline replacement program will be required in the Seattle service area. A pipeline replacement program is essentially unnecessary in the District service area.

Water Main Flushing - The area served by Seattle does not have a water main flushing program because an agreement with the local sewer district to allow the flushed water to flow into their system could not be reached. The District has a program and an agreement with the local sewer district.

Water Quality - Shoreline customers served by Seattle filed 25 and 40 water quality related complaints in 1997 and 1998, respectively, for an average of 32 per year. Customers in the District filed 39 water quality related complaints since 1992 for an average of 7 per year. Having a systematic flushing program is probably contributing to the significantly smaller number of water quality complaints in the District as compared to the Seattle service area.

Customer Service - Both utilities place customer service as a high priority. The system in Seattle is better documented with a state-of-the-art customer response system. The District is more personally accessible since its offices are within the District and City boundaries. Seattle's offices are in downtown Seattle.