Monthly Budget Committee Meeting

Tuesday, October 20, 2020 1:30 pm – 3:00 pm via Zoom Meeting

Budget Committee:

Board members: Chair Jim Bernard, Commissioners Paul Savas, Martha Schrader, Ken Humberston, and Sonya Fischer

Public members: Tom Feely, Jan Lee, Anh Le, Wilda Parks, and Shaun Coldwell

Staff: County Administrator Gary Schmidt, Finance Director Elizabeth Comfort, Budget Manager Sandra Montoya, Senior Budget Analyst Blaze Riggins, Budget Analyst Roxann Fisher, Budget Analyst Jian Zhang, and Budget Coordinator Priscila Montoya

Agenda

- 1. Welcome and Introductions
- 2. Outcomes-Based Budget Process
- 3. Debt Issuance Results and Proposed Savings Strategy
- 4. Contingency and Reserve Policy
- 5. How Should Clackamas County Spend Its General Fund Discussion
 - a. Tax Roll Update FY 2020-21 Tami Little, County Assessor
 - b. 2020 Community Survey (Focusing On Pages 12-14)
 - c. FY 2020-21 General Fund Support by Department
- 6. Future Budget Committee Meetings County Administrator

Attachments:

Discussion Documents:

- Outcomes-Based Budget Process (pg. 2-4)
- Debt Issuance Results and Proposed Savings Strategy Memo (pg. 5-6)
- Contingency and Reserve Policy Draft (pg. 7-9)
- 2020 Community Survey (pg. 10-12)
- FY 2020-21 General Fund Support by Department & Program (pg. 13-14)

For Review:

- Clackamas County FY 2020-21 FTE Actual Vs Budget (pg. 15)
- Vacancy Savings Report (pg. 16)
- Trailing 13 Month Overtime by Department (pg. 17)
- FY 2021-22 Budget Planning Calendar (pg. 18)

CLACKAMAS COUNTY OUTCOMES-BASED BUDGET PROCESS

Overview

Outcomes-based budgeting will change the way Clackamas County prepares its budget to better align revenue and expenses with countywide priorities and address competing demands for resources by:

- Allocating funds to what is most important and delivers value;
- Shifting the budget focus to county priorities rather than department-specific goals;
- Making the budget process more transparent;
- Engaging the community in the budgeting process; and
- Presenting a framework for communicating the budget to residents.

Simply stated, outcome-based budgeting is the allocation of funds based on programmatic results that contribute to organizational goals.

This proposal is for a phased approach which will allow the County to implement a major change in how it plans, develops, and implements its budget in an intentional, thoughtful, and cohesive manner.

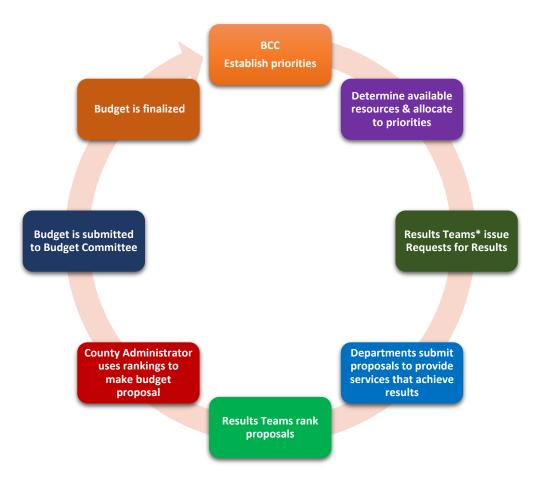
TRADITIONAL BUDGETING	OUTCOMES-BASED BUDGETING			
Starting Point	Starting Point			
Last Year's Spending	Next Year's Goals			
Funding Targets	Funding Targets			
By Agency	By Priority Outcome			
Agency Submissions	Agency Submission			
How Allocation will be Spent	Proposals to Achieve Results			
Debate	Debate			
What to Cut	What to Keep			

The following table displays the differences between traditional and outcome-based budgeting:

Transitioning from our traditional incremental budgeting process to outcomes budgeting will require significant systems, training, and process changes for the departments and finance staff. The diagram below displays the process used by Baltimore, the "north star" of outcome-based budgeting which has become the standard for many jurisdictions across the country¹.

¹ Click on the link for more information about the Baltimore model: <u>https://www.innovations.harvard.edu/opex/research/budgeting-outcomes-success-baltimore</u>

Outcomes-Based Budgeting Process



*Note: Results Teams are interdisciplinary teams made up of a cross-section of department staff, finance staff, and potentially community members. These teams will be used in Phase II.

Phased Approach

Using the process described above as a guide, Finance is proposing a two-phased approach to implementation. Phase I will occur during Fiscal Year 2021 and will set the stage for the work needed for full implementation across all departments for the Fiscal Year 2022 budget (Phase II). Following is a description of the activities in each phase.

Phase I: October 2020 – June 2021

While Performance Clackamas metrics have been used in the past few budgeting cycles, they have primarily been informational rather than decision-related. The outcomes-based budgeting process will build on the departments' MFR plans; however, there may be a couple of elements added for the budgeting process, particularly in Phase II.

This first phase will focus on making the foundational changes needed to align the metrics and budget processes, providing the corresponding training to department staff, and developing a budget aligned with the broad Priority Areas.

Activities will include:

- Reviewing community priorities from recent surveys
- Aligning department MFR programs with Priority Areas
- Analyzing current revenue and expenses by programs
- Allocating available general funds by Priority Area
- Prioritizing programs within Priority Areas
- Training Finance and department staff

Finance is also implementing new systems along with the above activities:

- Ensuring departments are accurately using new Chart of Accounts
- Configuring and implementing a budget system OpenGov

Phase II: August 2021 – June 2022

Phase II will take the work of Phase I into a deeper level with increased community engagement including surveys, focus groups, simulations, etc., use prioritized outcome indicators identified for each of the Board's Priority Areas (vs using only the Priority Areas) and implement Request for Results steps shown in the graphic on page 1. In this phase, the outcome indicators at the Board level will serve as the basis for aligning departmental resources.

Activities will include:

- Establishing outcome indicators for each Priority Area
- Reviewing/updating criteria for priorities
- Establishing Results teams
- Training Results Teams to issue "Requests for Results"
- Training departments on writing proposals/offers
- Ranking department proposal/offers
- Developing fully integrated framework of metrics, budgets, department plans

Summary

Developing an outcomes-based budget is a significant undertaking. This process goes further than just including metrics in our budget document. By engaging in meaningful dialogue, analyses, and transparency, Clackamas will be able to deliver a budget process and document that is reflective of community priorities.



Memo

DATE:	October 20, 2020
TO:	Clackamas County Budget Committee
CC:	Gary Schmidt, County Administrator
FROM:	Elizabeth Comfort, Finance Director Sandra Montoya, Budget Manager
SUBJECT:	Debt Issuance Results and Proposed Savings Strategy

On August 20, 2020, the County closed on a 2020 Full Faith and Credit (FFC) debt issuance. The 2020 FFC was composed of three parts; refinancing 2009 Sheriff Building Remodeling and 2012 PDX-Milwaukie Light Rail (PMLR) to generate an interest rate savings and issuance of 2020 Road Maintenance debt. The table below shows the debt breakdown along with the annual savings that will be realized by refinancing at a lower interest rate.

	2009	2012	2020	2020
2020 FFC	FFC Refi	FFC Refi	Road Maint	Total
Amount Refinanced	16,115,000	10,575,000		26,690,000
New Money			20,000,000	20,000,000
Total	16,115,000	10,575,000	20,000,000	46,690,000
Old Interst Rate	4.00%	2.74%		
New Interest Rate	0.96%	0.96%	0.96%	
Overall Savings	3,348,872	1,456,301		4,805,173
Average Annual Debt Service Savings*	387,802	176,484		564,287

<u>Issue</u>: The 2012 PMLR debt and the corresponding portion of the refinanced 2020 PMLR debt requires a \$7.3 million balloon payment in FY 2027-28.

Options to Consider:

- 1. Do nothing and retain the annual debt service savings in the GF operations.
 - <u>PROS</u>: Funds will be available for operational needs.
 - <u>CONS</u>: The opportunity to set-aside the annual savings will be lost and future needs may go unmet. In FY 2027-28 when the balloon payment is due, there will be a substantial impact on the GF budget, or new debt will need to be issued to pay off the debt.

- 2. Annually budget the full transfer of the original debt service payment from GF to the Debt Service Fund and set the difference aside in a "Reserve for Future Debt Service" line item.
 - <u>PROS</u>: The funding will be set aside and reduce the balloon payment gap to \$2.5 million (\$7.3 balloon payment \$4.8 savings over the life of the debt).
 - <u>CONS</u>: Transferring the full debt service payment will annually impact the GF approximately \$565K. Also, reserving the savings specifically for future debt payments will subject the funds to an arbitrage calculation requirement. This means staff will need to track the reserve dollars and their interest earnings until the debt matures, and if the County's earnings rate exceeds the interest rate of 0.96% on the debt, the County will be required to pay the IRS the excess. Since the refinanced rate is very low, paying arbitrage at some point on the excess earnings is a likely scenario.
- 3. Annually set aside year-end savings/surplus (if available) in a category of "Reserve for Future" in the General Fund. This category can have a broad range of potential uses, such as; Courthouse, PERS, capital replacement, technology replacement, debt service, etc.
 - PROS: Identifying year-end savings as the source of funding means that operations will not be reduced to meet future needs. This option preserves funds for future needs and potentially eliminates the need for arbitrage calculations because the reserves have a broad purpose.
 - CONS: A lack of specificity or purpose for the reserves may make the funds susceptible to use.

Recommendation:

Option 3 is recommended. This option sets funds aside and can be applied to multiple future needs. Additionally, by identifying year-end annual savings, there is no budgetary impact on operating funds.

A policy for "Contingencies and Reserves" has been updated and is included on today's agenda. The next step is to proceed through the policy process for BCC consideration and adoption.



Administrative PolicyOperational Policy

Clackamas County Policy

Name of Policy	Contingency and Reserve Policy	Policy #
Policy Owner Name	Elizabeth Comfort	Effective Date
Policy Owner Position	Finance Director	Approved Date
Approved By		Last Review Date
Signature		Next Review Date

I. PURPOSE

Maintaining a balance in the General Fund and other funds is an important practice for the County to operate efficiently over the long run. This policy guides the development of contingency and reserve minimums, uses, and replenishment, which directly affect the County's financial plans, annual budget process, and debt financing. This policy reflects financial planning best practices as recommended by the Government Finance Officers Association (GFOA) and provides guidance on making those decisions.

II. AUTHORITY

Establishing and use of contingency and reserve accounts is permitted under Oregon Local Budget Law (Budget Law) ORS 294.305-294.565. This policy supersedes the previous policy adopted by the Board of County Commissioners (BCC) Board Order xxx.xx.

III. GENERAL POLICY

The County has established target levels for contingency and reserve accounts, and approve additions and use of the accounts within the funds to mitigate financial risks from unexpected revenue disruptions or unanticipated expenditures; hold financial resources for use in current and/or future fiscal year(s); manage the use of ongoing and one-time resources and, maintain the County's credit rating and compliance with debt covenants.

IV. DEFINITIONS

- A. <u>Beginning Balance</u> a budget term that refers to the amount of funding available at the start of the fiscal year, prior to any new revenue or expenditures transactions have occurred. The beginning balance is the combined total of the prior year's ending balances in contingency, reserves, and unappropriated fund balance, and year end operating.
- B. <u>Contingency</u> a budget term that refers to a category of funds available for quick response to extreme events or unanticipated needs. While expensing of contingency is restricted, Budget Law allows a transfer of appropriations from contingency to a spendable category account, when the need is approved by BCC resolution.
- C. <u>Fund Balance</u> an accounting term that refers to the cumulative excess of revenues over expenditures since the beginning of a fund's existence. Fund balance includes amounts shown in the budget categories of contingency, reserves, and unappropriated fund balances. In the budget, fund balance is shown as the beginning balance figure in each fund. The best estimates of available fund balances are used when adopting annual budgets.

- D. <u>Operating Budget</u> a budget term that refers to amounts in the budget categories of Personnel Services, Materials & Services and Capital Outlay expenditures.
- E. <u>Reserves</u> a budget term that refers to a non-spendable category of fund balance which is set aside to strengthen a fund's financial health. Reserve account(s) may be for general purposes (e.g. reserve for future expenditures) or specific purposes (e.g. facility improvement, technology replacement, pension fund, etc.) within each fund.
- F. <u>Unappropriated Fund Balance</u> a budget term that refers to the balance remaining in a fund that was not budgeted, typically due to timing differences between budget preparation and the close of the accounting year. The unappropriated fund balance is non-spendable, but may be re-allocated to a spendable budget category in the subsequent year.

V. POLICY GUIDELINES

A. Contingency

1. Contingency Levels

It is County policy to ensure continued service delivery by maintaining contingency account minimums at a sufficient level to meet unanticipated operating and cash flow needs during the fiscal year.

Fund Type	Contingency Target Days (Operating Budget/360 days)	Contingency Target % (Operating Budget x %)
General Fund	90	25%
Enterprise Fund	60	17%
All Other Funds	45	12.50%
Exceptions*	Set by Resolution	Set by Resolution

* BCC may set a fund's target level based on industry standards, compliance requirements, or needs.

2. Contingency Use

Use of contingency is allowed for a transfer of appropriations from contingency to a spendable category account when the action is approved by Board of County Commissioners' supplemental budget resolution.

B. <u>Reserves</u>

It is County policy to strategically plan for future needs by setting aside funds as they become available through annual savings, one-time revenue, or other revenue. Reserves are restricted to the following one-time or non-recurring expenditures:

- <u>Debt Reserves and Other Required Reserves</u>: The Board of County Commissioners may approve the establishment of a reserve account as a part of a larger project or contract (e.g. bond covenants, loan agreement, development agreement, grant, etc.). A legally required reserve will be established and maintained in accordance with any such agreement.
- 2. <u>Designated Reserves</u>: The Board of County Commissioners may designate dollar amounts or percentage(s) for specific purposes, such as; future liabilities (e.g. pension fund, debt, etc.), future capital projects, and technology projects.

- C. Use of Reserves
 - 1. <u>Emergency Event</u>: The Board of County Commissioners may redirect funds to an allowable spending category in accordance with Budget Law.
 - 2. <u>Planned Use</u>: The Board of County Commissioners may approve the planned use of reserve funds through the annual budget adoption process. Use of reserves outside of the annual budget adoption process is limited to declared emergency events and requires supplemental budget approval.

D. One-Time Resources Added to Reserves

Once contingency target levels are met, one-time funds will be directed towards reserve accounts designated by the Board of County Commissioners. If designated reserve goals have been met, the one-time resources may be allocated to projects or programs that will not require future financial commitments in the following proportions:

- 1. 50% will be allocated to major County technology and facility projects;
- 2. 25% will be allocated to the County's unfunded PERS liability;
- 3. 25% will be allocated to projects, pilot programs, or innovative ideas resulting in long-term efficiencies or savings that do not require ongoing costs.

VI. PROCESS AND PROCEDURES

Establishing contingencies and reserves within a fund is part of the annual budget process and guided by Budget Law. The steps include development of a proposed budget, approval by the Budget Committee, adoption by the Board of County Commissioners, and amendments through supplemental budgets. Additional procedures are defined in the County's Budget Manual.

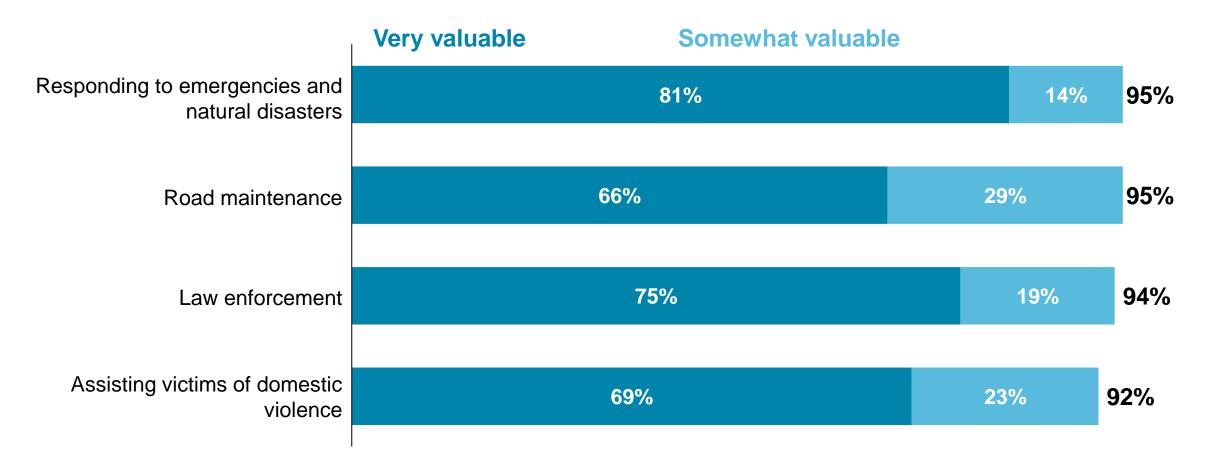
Upon the presentation of the annual audit to the Board of County Commissioners, Finance staff will calculate the net position (revenue less expenditures) by fund compared to the beginning balance estimated in the budget. Any remaining funds will be split in the following priority until each category is met.

- 1. A fund's debt/required reserves: the unappropriated fund balance will be placed in the corresponding fund's required reserves until the requirement amounts are satisfied.
- 2. A fund's contingency account: the unappropriated fund balance will be placed in the corresponding fund's contingency account until the established level has been met.
- 3. A fund's designated reserve account(s): the unappropriated fund balance will be placed in the corresponding fund's designated reserve account(s) as directed by BCC.
- 4. A fund's projects/programs: the one-time resources may be allocated to projects or programs that will not require future financial commitments as stated in Section V.D.

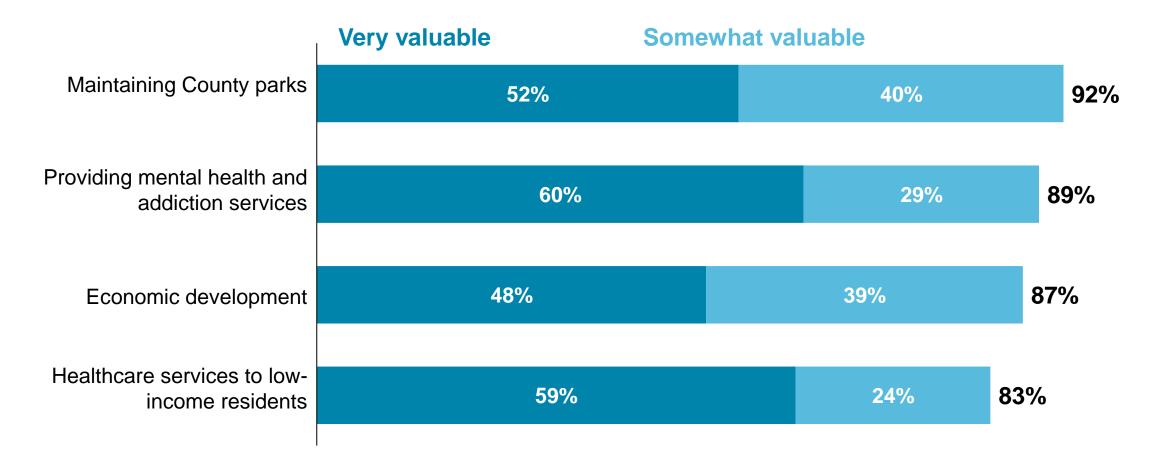
VII. ACCESS TO POLICY

The Policy is available on the County's intranet <u>located here</u> as well as the <u>Finance</u> <u>Department intranet page</u>.

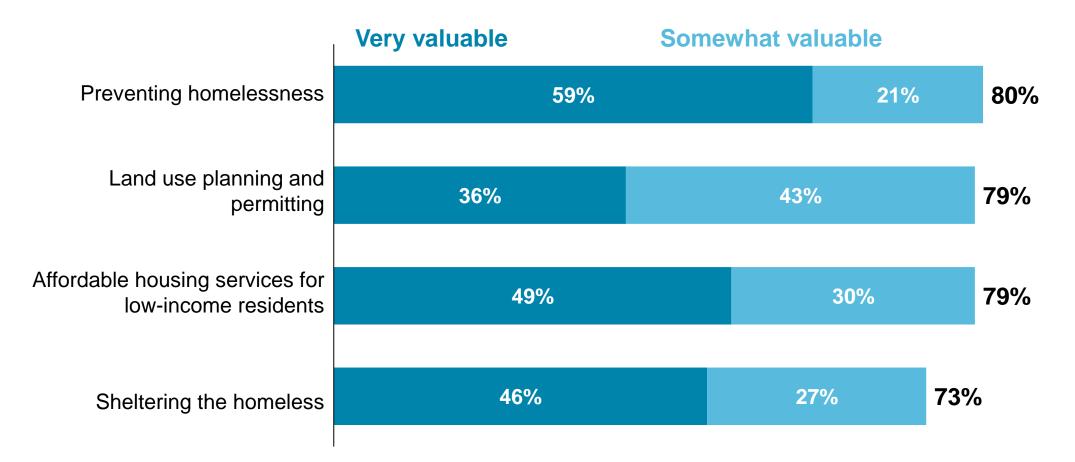
Emergency services, law enforcement, assistance for domestic violence survivors, and road maintenance are considered the most essential County services.



County parks, health services, and economic development are also seen as valuable by many.



Housing and homelessness services have lower overall value ratings but similar "very valuable" ratings, suggesting polarization.



Department	General Fund Support
Assessor	\$ 6,533,860
Business & Community Services	2,562,920
Corrections	4,848,763
County Administration	2,399,940
County Counsel	2,059,453
Debt Service	5,202,044
Disaster Management	1,828,108
District Attorney	11,557,337
Facilities	(1,000,000)
Finance	1,822,335
Health, Housing & Human Services	10,304,801
Human Resources	192,986
Juvenile	8,317,527
Pub & Govt Affairs	744,160
Resolution Services	627,123
Sheriff	65,093,998
Technology Services	4,207,577
Tourism & Cultural Affairs	254,455
Transportation & Development	4,828,557
Treasurer	812,670
Grand Total	\$ 133,198,614

FY2020-21 General Fund Support By Department

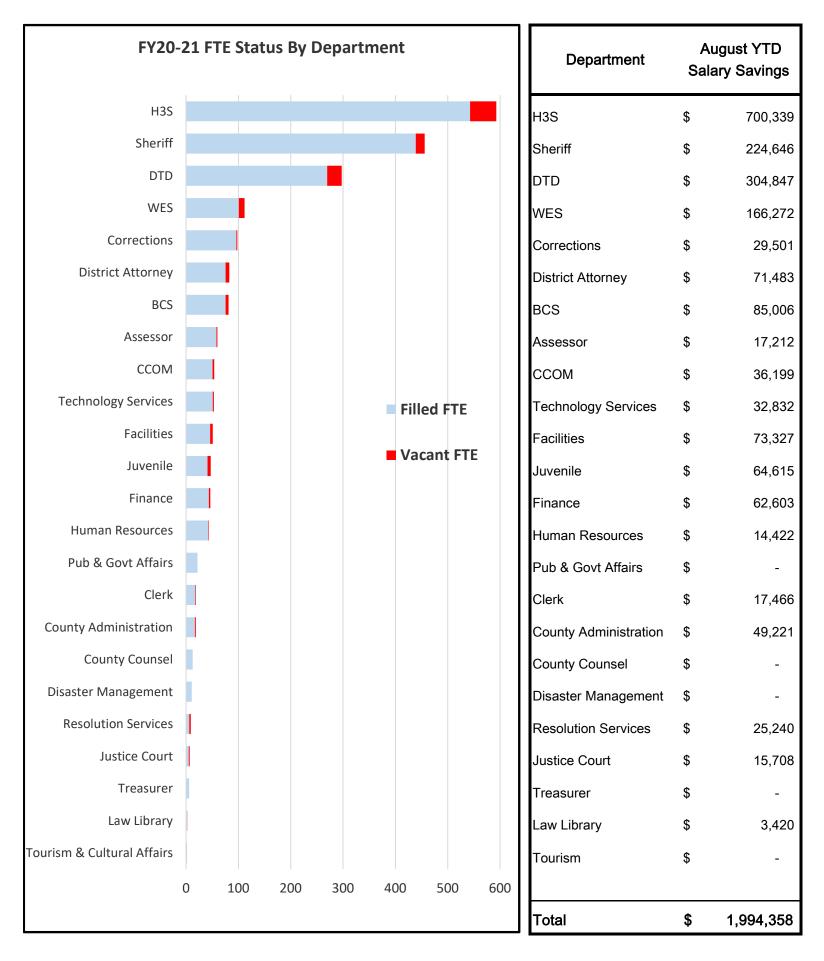
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Treasurer 109 County Treasurer 812,670	· · ·		
Grand Total \$ 133.198.614		109 County Treasurer	
,,	Grand Total		\$ 133,198,614

FY2020-21 General Fund Support By Program

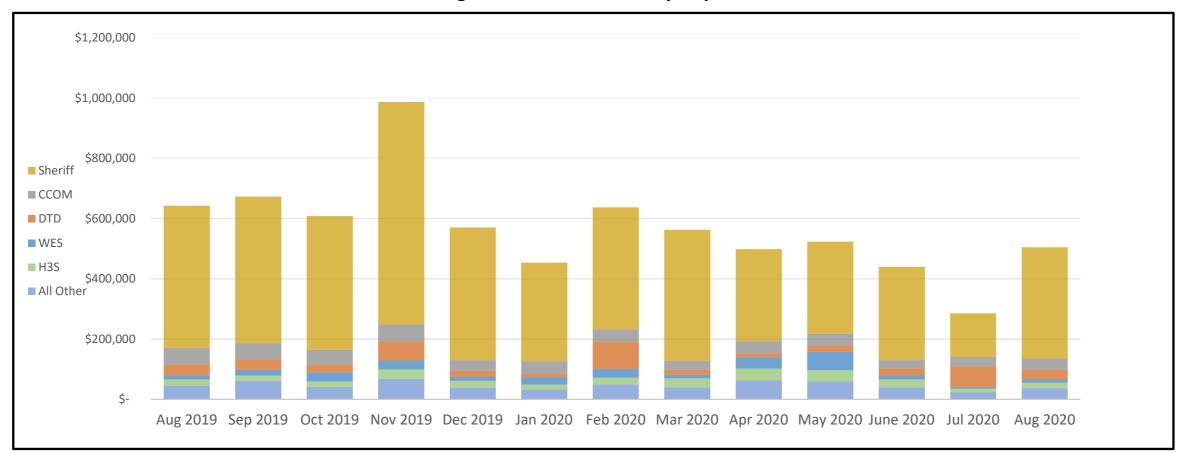
Clackamas County FY2020-21 FTE Actual Vs Budget

	FY21 Adopted		Actuals	As of 8-31-2	020	
Department	Total FTE	Filled FTE	Vacant FTE	Total FTE	Vacancy Rate	Variance Explanation
Tourism & Cultural Affairs	2.0	2.0	-	2.0	0.0%	
Law Library	2.4	1.9	0.5	2.4	20.9%	
Treasurer	6.0	6.0	-	6.0	0.0%	
Justice Court	7.0	5.0	2.0	7.0	28.6%	
Resolution Services	9.1	6.1	3.0	9.1	33.1%	
Disaster Management	11.0	11.0	-	11.0	0.0%	
County Counsel	12.8	12.8	-	12.8	0.0%	
County Administration	18.8	16.8	2.0	18.8	10.6%	
Clerk	19.0	18.0	1.0	19.0	5.3%	
Pub & Govt Affairs	22.0	22.0	-	22.0	0.0%	
Human Resources	43.0	42.0	1.0	43.0	2.3%	
Finance	46.5	43.5	3.0	46.5	6.4%	
Juvenile	47.0	41.0	6.0	47.0	12.8%	
Facilities	51.0	46.0	5.0	51.0	9.8%	
Technology Services	53.0	51.0	2.0	53.0	3.8%	
ССОМ	53.8	50.8	3.0	53.8	5.6%	
Assessor	60.0	58.0	2.0	60.0	3.3%	
BCS	81.1	75.6	5.5	81.1	6.8%	
District Attorney	82.7	75.5	7.3	82.7	8.8%	
Corrections	98.1	96.0	2.1	98.1	2.1%	
WES	111.8	100.8	11.0	111.8	9.8%	
DTD	297.5	269.5	28.0	297.5	9.4%	
Sheriff	456.0	439.0	17.0	456.0	3.7%	
H3S	581.6	542.6	50.3	592.9	8.5%	1 temp planner to FT, 1 new clinic manager, 9 temps to FT
Grand Total	2,173.1	2,032.8	151.6	2,184.4	6.9%	

The adopted Full-Time Equivalent (FTE) count is compared to the current FTE, and the vacancy percentage rate is reflected. Changes are detailed in the Notes Column.



Vacancy Savings Report



Trailing 13 Month Overtime By Department

Departments	Aug 2019	Sep 2019	Oct 2019	Nov 2019	Dec 2019	Jan 2020	Feb 2020	Mar 2020	Apr 2020	May 2020	June 2020	Jul 2020	Aug 2020
All Other	\$ 44,986	\$ 61,070	\$ 41,275	\$ 67,984	\$ 38,263	\$ 32,298	\$ 48,792	\$ 39,019	\$ 62,216	\$ 60,001	\$ 39,375	\$ 22,808	\$ 36,710
H3S	\$ 21,085	\$ 17,650	\$ 17,918	\$ 30,987	\$ 23,128	\$ 16,221	\$ 22,528	\$ 30,278	\$ 39,544	\$ 36,057	\$ 26,686	\$ 11,892	\$ 17,864
WES	\$ 13,947	\$ 18,758	\$ 30,120	\$ 29,953	\$ 12,843	\$ 24,884	\$ 29,157	\$ 11,519	\$ 38,237	\$ 61,599	\$ 12,738	\$ 5,579	\$ 11,071
DTD	\$ 36,230	\$ 35,573	\$ 25,974	\$ 62,899	\$ 20,579	\$ 13,350	\$ 90,787	\$ 17,298	\$ 12,479	\$ 20,685	\$ 24,638	\$ 68,248	\$ 32,912
ССОМ	\$ 53,531	\$ 52,450	\$ 49,339	\$ 56,729	\$ 35,026	\$ 39,107	\$ 40,699	\$ 29,890	\$ 40,481	\$ 39,179	\$ 26,927	\$ 31,785	\$ 37,023
Sheriff	\$ 472,533	\$ 487,005	\$ 443,504	\$ 737,750	\$ 440,231	\$ 327,555	\$ 405,170	\$ 434,259	\$ 305,460	\$ 305,704	\$ 309 <i>,</i> 076	\$ 144,908	\$ 369,162
Grand Total	\$ 642,313	\$ 672,505	\$ 608,129	\$ 986,302	\$ 570,070	\$ 453,414	\$ 637,133	\$ 562,263	\$ 498,417	\$ 523,225	\$ 439,440	\$ 285,219	\$ 504,742

The above 5 departments' overtime costs represent approximately 90% of the total of county-wide overtime.

FY 2021-22 BUDGET PLANNING CALENDAR

	Jan-21									
Su	Мо	Tu	We	Th	Fr	Sa				
						2				
3	4	5	6	7	8	9				
10	11	12	13	14	15	16				
17	18	19	20	21	22	23				
24	25	26	27	28	29	30				
31										

Tan: Budget to Administrator Orange: Budget Committee Green: Board of Commissioners Red: Budget Office

Blue: Departments

Jan 4-7: Countywide OpenGov Training Recap

Jan 25: Department Budget Kick Off Meeting

	Feb-21								
Su	Мо	Mo Tu We Th Fr Sa							
	1	2	3	4	5	6			
7	8	9	10	11	12	13			
14	15	16	17	18	19	20			
21	22	23	24	25	26	27			
28									

Feb 9: Quarterly BC Meeting Feb 11: Year-End FY20/21 Projections Due

Feb 25: Department Budgets Due

	Mar-21								
Su	Мо	Mo Tu We Th Fr S							
	1	2	3	4	5	6			
7	8	9	10	11	12	13			
14	15	16	17	18	19	20			
21	22	23	24	25	26	27			
28	29	30	31						

Mar 15-18: County Admin Budget Review With EMT

Apr-21						
Su	Мо	Tu	We	Th	Fr	Sa
				1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	

Apr 1-8: Proposed Budget Feedback To Depts

Apr 20: Quarterly BC Meeting Apr 29: Budget Locks Final Numbers For FY 21-22

May-21						
Su	Мо	Tu	We	Th	Fr	Sa
						1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31					

May 12: Notice Proposed Budget May 24: Agency Budget Presentation & Public Comment May 25-27: Clack Budget Presentation & Public Comment May 28: Deliberations and Budget Approval

Jun-21						
Su	Мо	Tu	We	Th	Fr	Sa
		1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30			

Jun 17: Budget Presented For Adoption Jun 24: Budget Presented For Adoption Cont'd

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date:	07/21/20 Approx. Start Time: 2:30 p.m. Approx. Length: 30 mins.		
Presentation Title:	2020 Community Survey Results		
Department:	Public and Government Affairs (PGA)		
Presenters:	Sue Hildick, PGA Director; Dylan Blaylock, PGA Senior Community Relations Specialist; John Horvick, DHM Research		
Other Invitees:	Tonia Holowetzki, PGA Deputy Director; Jessie Kirk, PGA Web Content Editor; Katie Wilson, Public Involvement Specialist		

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

This is a final summary presentation of the 2020 Clackamas County Community Survey.

No decision or action is being requested of the BCC.

EXECUTIVE SUMMARY:

Public and Government Affairs, under the direction of the Board of Commissioners, has commissioned a community survey every two-to-four years since 2000 in order to:

- Assess resident opinions of priority long-term issues facing Clackamas County.
- Measure resident satisfaction of Clackamas County services.
- Measure resident feelings toward immediate issues involving potential ballot measures or county initiatives.
- Monitor and measure public engagement methods and mediums.

DHM Research conducted this year's survey, which involved a scientific hybrid survey (telephone and text-to-online) of 400 county residents, between May 20 to June 1.

Among the major findings:

- Positivity about the direction Clackamas County is headed, while slightly down, is akin to prior years despite the COVID-19 crisis.
- Residents value living in Clackamas County for its natural beauty, their relationships, its sense of community, and safety.
- Residents say that the COVID-19 crisis and economic issues (jobs, homelessness) are most pressing for the county. Roads and traffic are also important.

- Emergency services, law enforcement, assistance for domestic violence survivors, and road maintenance are considered valuable county services.
- One third of residents experience barriers to attending public meetings, though some groups are more likely to experience barriers than others.
- Clackamas County's website and social media accounts are the most trusted sources of information about the county, followed by newspapers.

Full survey results can be found in the attachments.

FINANCIAL IMPLICATIONS (current year and ongoing):

N/A

STRATEGIC PLAN ALIGNMENT:

This item aligns with the following Performance Clackamas priorities and policy perspectives:

Build public trust through good government: As codified in this priority, the county must **listen** to its residents/stakeholders and be accountable for services and deliver them successfully. This survey allows a scientific way to measure resident opinion.

Equity, Diversity, and Inclusion: One of four policy perspectives – or lenses – identified in Performance Clackamas, certain survey questions and data will allow PGA to better break down barriers for some of our residents to engage with us. Breaking these down will allow for greater participation, particularly among groups that our EDI efforts aim to reach.

LEGAL/POLICY REQUIREMENTS:

N/A

PUBLIC/GOVERNMENTAL PARTICIPATION:

Clackamas County prioritizes transparency as a means of building public trust through good government. This information is being presented at a public meeting, and the work described has the potential to impact future public and governmental engagement.

OPTIONS:

N/A – No action is being requested.

RECOMMENDATION:

N/A

ATTACHMENTS:

- 2020 ClackCo Community Survey analysis
- 2020 ClackCo Community Survey results

SUBMITTED BY:

Division Director/Head Approval _____ Department Director/Head Approval <u>s/Sue Hildick</u> County Administrator Approval _____

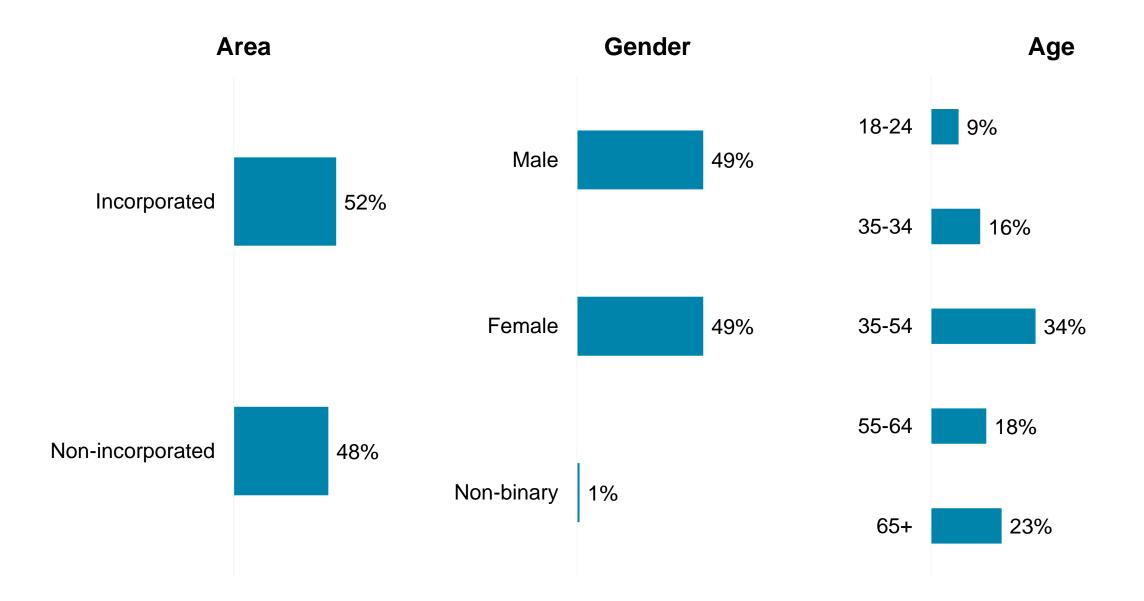
For information on this issue or copies of attachments, please contact Sue Hildick @ 503-742-5900

Clackamas County 2020 Community Survey

June 2020

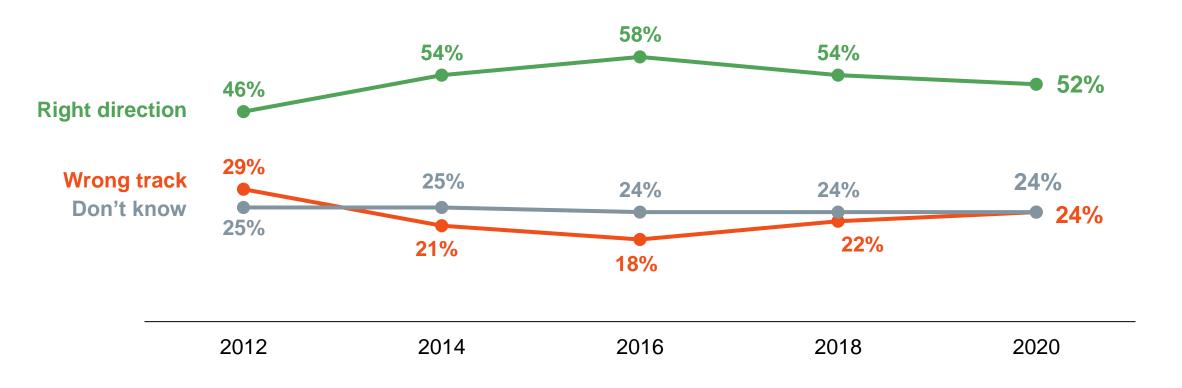


Survey demographics



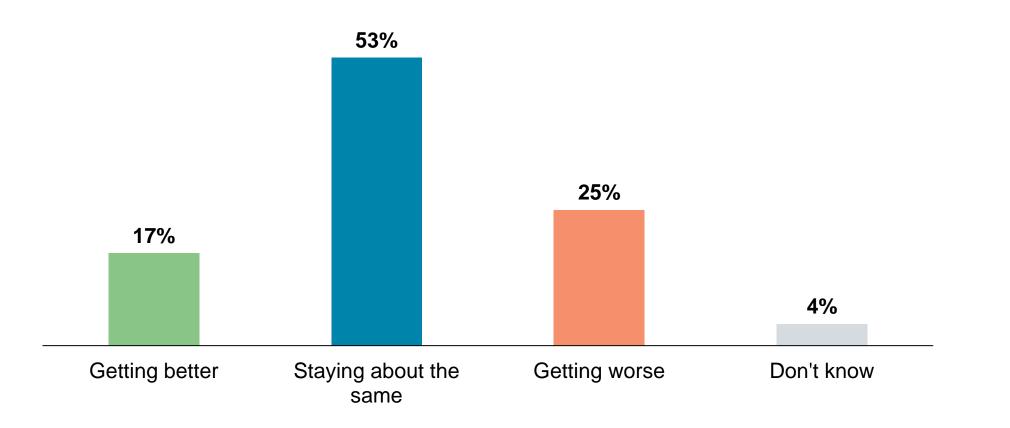
Life in Clackamas County

Positivity about the direction Clackamas County is headed is akin to prior years despite the COVID-19 crisis.



DHM RESEARCH | CLACKAMAS COUNTY COMMUNITY SURVEY | JUNE 2020

A majority say quality of life is staying about the same in Clackamas Couty, although pessimism slightly outweighs optimism.



Residents value living in Clackamas County for its natural beauty, their relationships, its sense of community, and safety.

28% Environment, outdoors28% Family, friends, neighbors

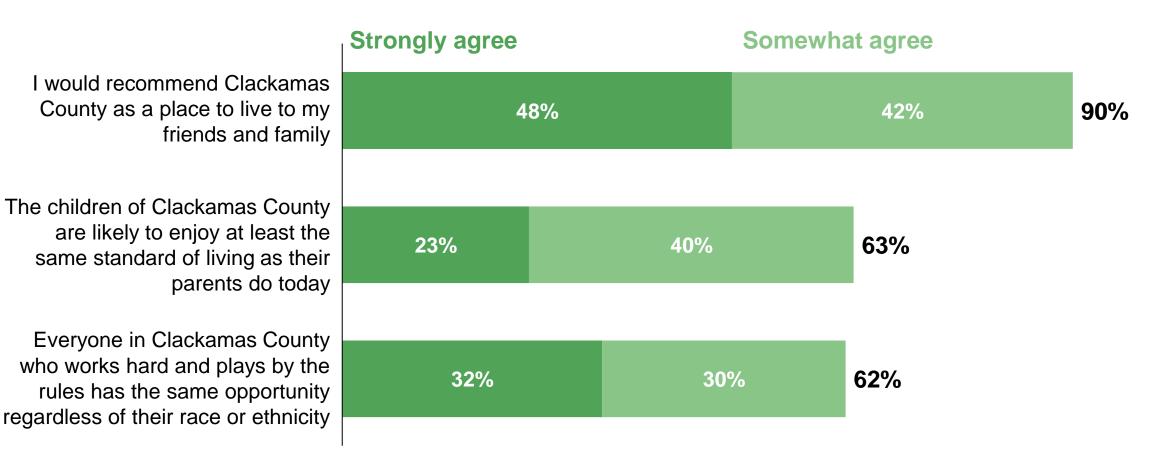
20% Sense of community

- 17% Safety, Lack of crime
- **13%** Small business, farmer's market
 - 11% Small town

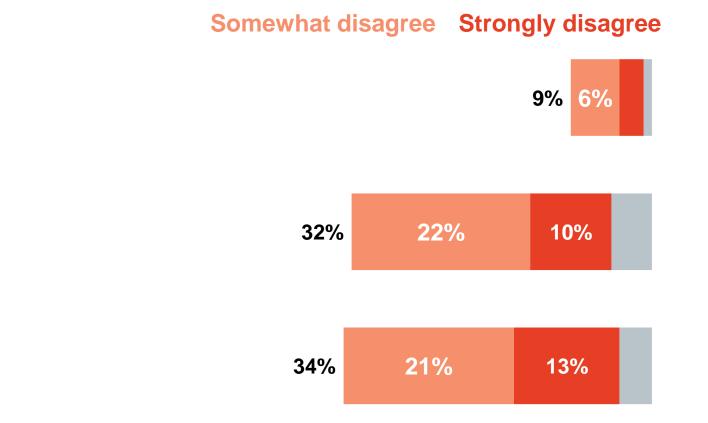
Residents say that the COVID-19 crisis and economic issues are most pressing for the county. Roads and traffic are also important.

24% Coronavirus, back to normal 20% Jobs, economy 15% Homelessness, poverty 11% Roads, potholes, maintenance, infrastructure 11% Traffic congestion

Residents largely agree with positive statements about the quality of life and racial equality in the county.



About one third disagree that children will enjoy at least the same standard of living and that everyone has the same opportunity regardless of race or ethnicity.



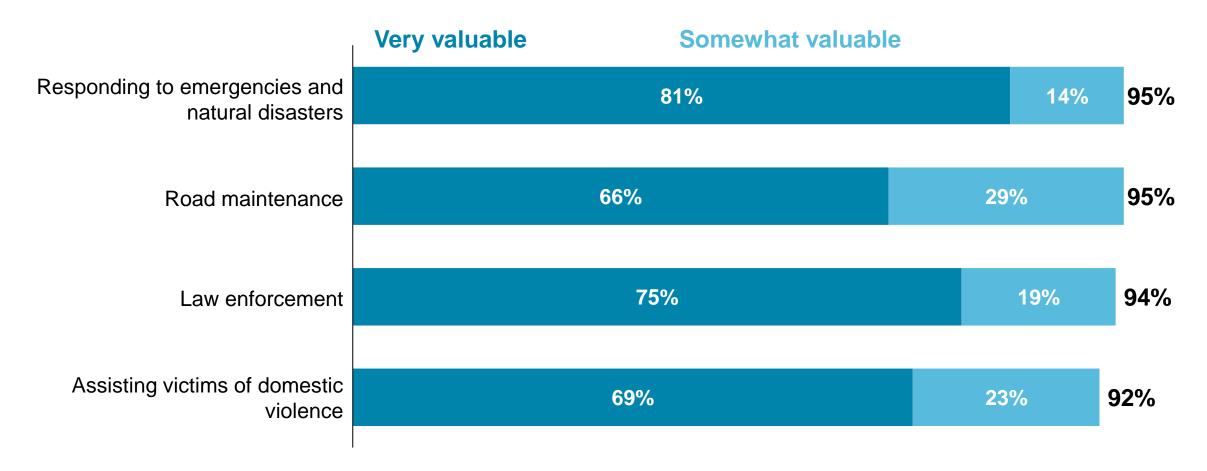
I would recommend Clackamas County as a place to live to my friends and family

The children of Clackamas County are likely to enjoy at least the same standard of living as their parents do today

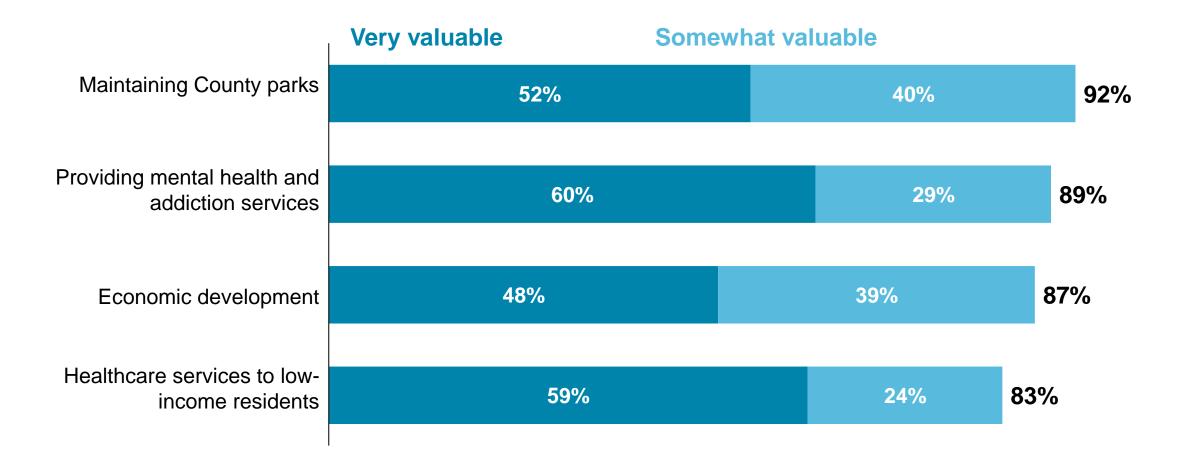
Everyone in Clackamas County who works hard and plays by the rules has the same opportunity regardless of their race or ethnicity

County services

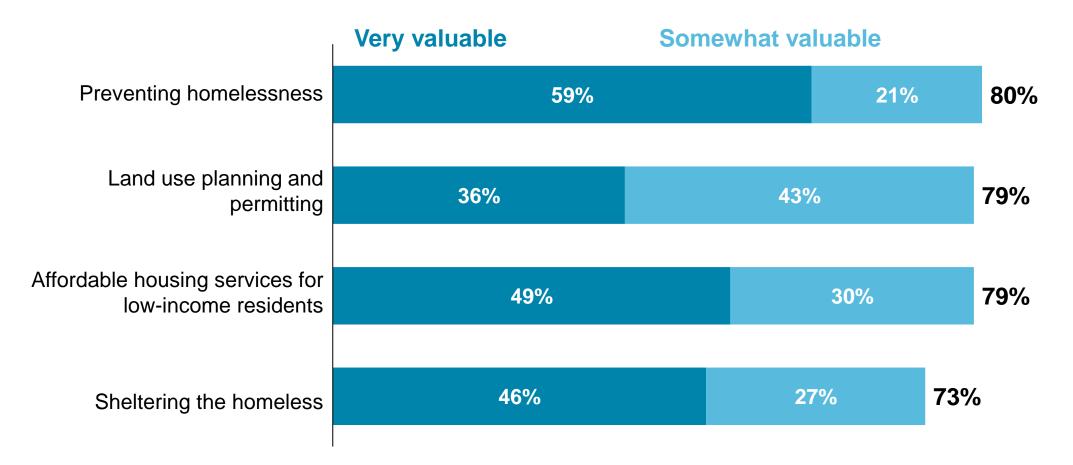
Emergency services, law enforcement, assistance for domestic violence survivors, and road maintenance are considered the most essential County services.



County parks, health services, and economic development are also seen as valuable by many.



Housing and homelessness services have lower overall value ratings but similar "very valuable" ratings, suggesting polarization.



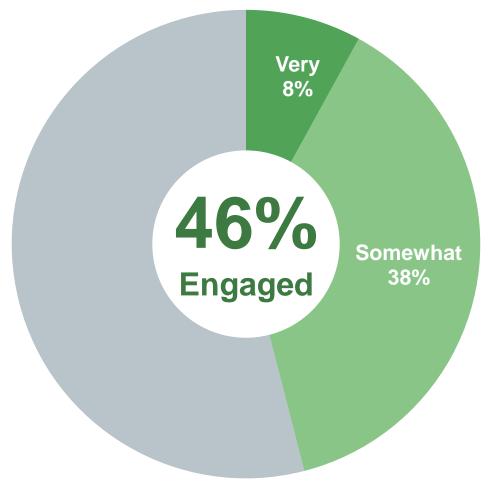
Very valuable ratings rose by an average of 11 points from 2018, including an increase of 33 points for maintaining County parks.

Very Valuable Ratings of Services: 2018 to 2020 Maintaining County parks 52% Road maintenance 66% Responding to emergencies and 81% natural disasters Economic development 48%

DHM RESEARCH | CLACKAMAS COUNTY COMMUNITY SURVEY | JUNE 2020

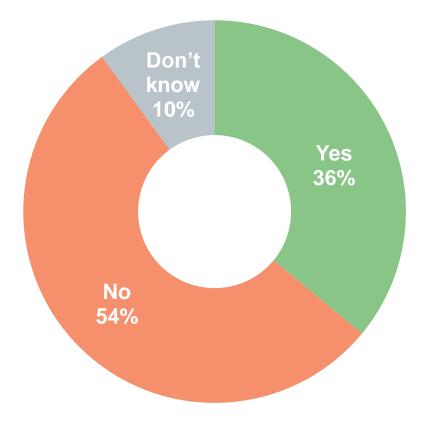
Involvement and information

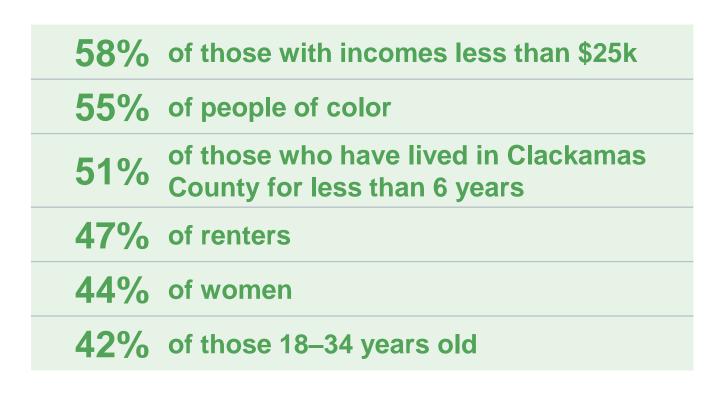
Just under half of residents say they are at least somewhat engaged with their County government, which is up 9 points from 2016.



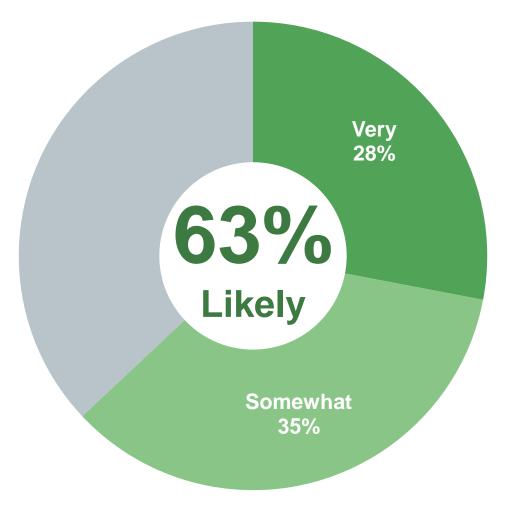
DHM RESEARCH | CLACKAMAS COUNTY COMMUNITY SURVEY | JUNE 2020

One third of residents experience barriers to attending public meetings, though some groups are more likely to experience barriers than others.



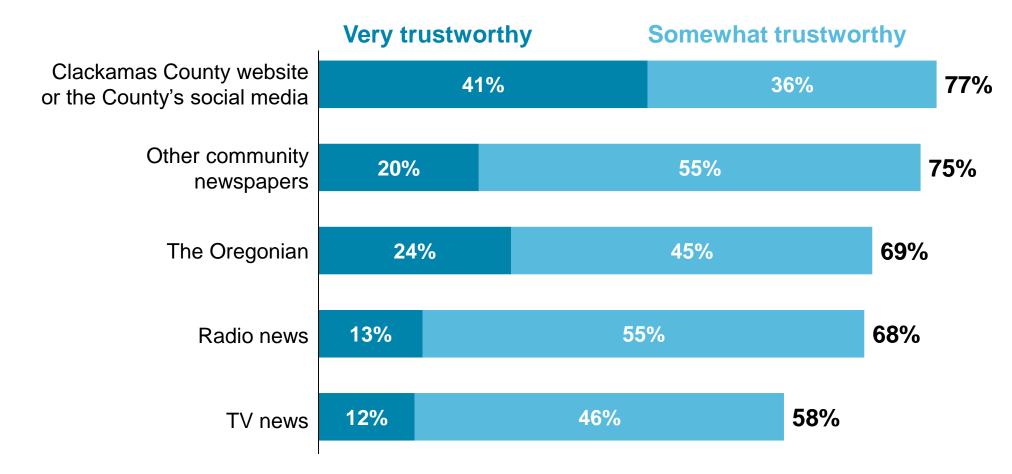


Nearly two-thirds of residents are at least somewhat likely to use a centralized phone line run by the County.



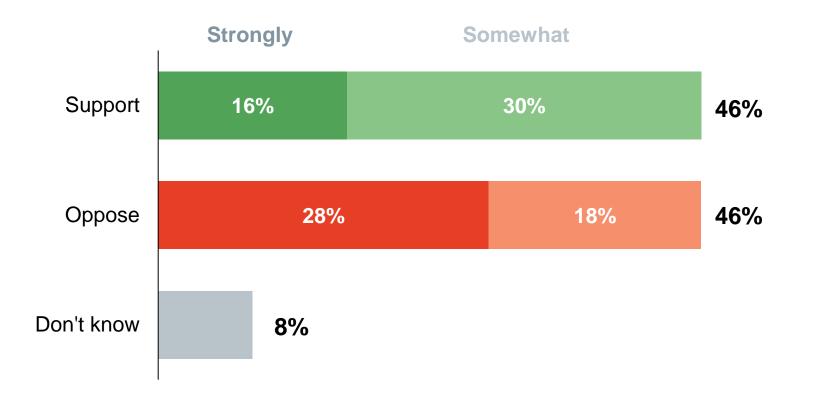
DHM RESEARCH | CLACKAMAS COUNTY COMMUNITY SURVEY | JUNE 2020

Clackamas County's website and social media accounts are the most trusted sources of information about the county, followed by newspapers.



History Hub

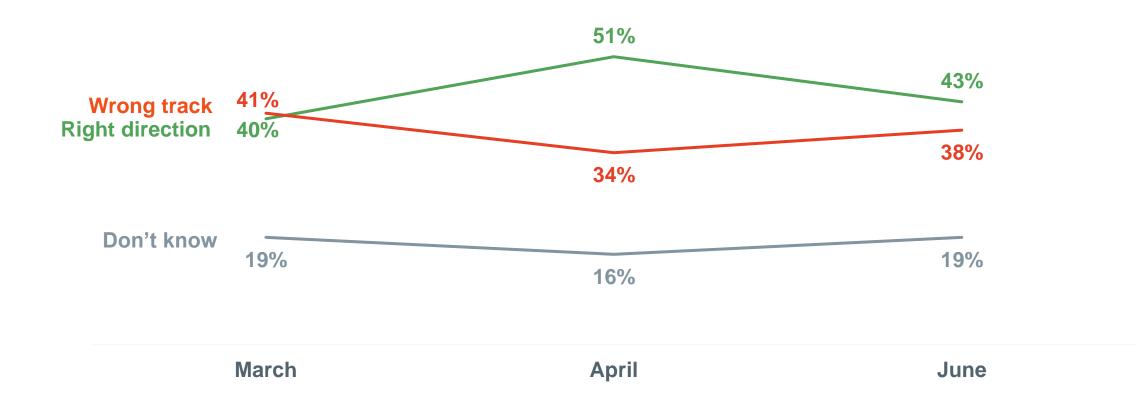
Fewer than half support a proposal to fund organizations involved in historical interpretation and preservation in Clackamas County.



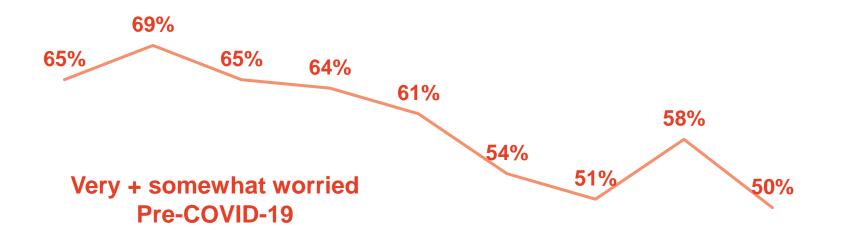
DHM RESEARCH | CLACKAMAS COUNTY COMMUNITY SURVEY | JUNE 2020

Additional context from DHM surveys

The percentage of Oregonians who felt that state was headed in the right direction fell from April to June.

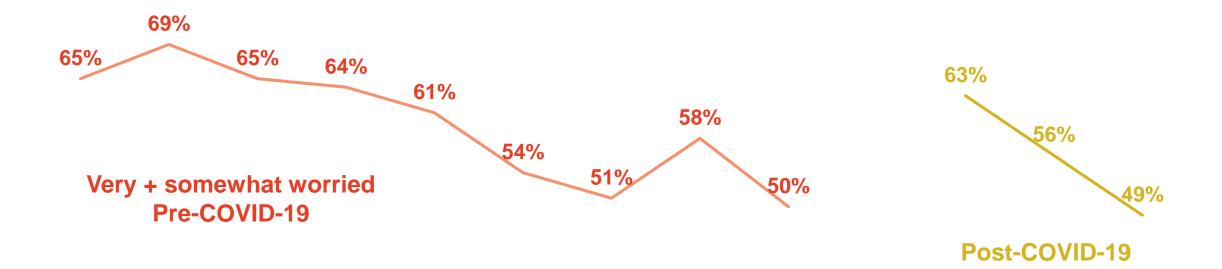


After an initial spike, Oregonians worry about their personal finances has declined during COVID-19--so far.



2011 2012 2013 2014 2015 2016 2017 2018 2019 Mar-20 Apr-20 Jun-20

After an initial spike, Oregonians worry about their personal finances has declined during COVID-19--so far.





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June 2, 2020

239 NW 13th Ave., #205 Portland, OR 97209 503.220.0575

dhmresearch.com

To:Clackamas CountyFrom:John Horvick, DHM ResearchRe:2020 Community Survey, #00935

INTRODUCTION & METHODOLOGY

From May 20 to June 1, 2020 DHM Research conducted a hybrid survey of 400 Clackamas County residents ages 18 and older. The purpose of the survey was to gauge awareness of County services and residents' level of satisfaction with these services. The survey also assessed residents' public service priorities and communication preferences.

<u>Tracking Past Studies</u>: Results are benchmarked—when appropriate—against previous studies conducted in the County. The benefits of a tracking study include the ability to see whether opinions and preferences among residents in the County have shifted over time, thereby allowing the County to be more responsive to the changing needs of the community.

Research Methodology: The hybrid survey consisted of telephone and text-to-online interviews with 400 Clackamas County residents and took approximately 15 minutes to complete. This is a sufficient sample size to assess residents opinions generally and to review findings by multiple subgroups, including age, gender, and geographic area of district.

Respondents were contacted from multiple lists which may include a list of registered voters; a landline household list compiled from public records and consumer lists; and a cellular consumer list based off of cell and cable consumer information matched to publicly available address information. Telephone respondents were contacted by a live interviewer and text-to-online respondents received a text invitation directing them to an online survey. Text-to-online respondents were offered a \$5 incentive for their participation. In gathering responses, a variety of quality control measures were employed, including questionnaire pre-testing and validation. Quotas were set by age, gender, political affiliation, and area of the county to ensure a representative sample.

Statement of Limitations: Any sampling of opinions or attitudes is subject to a margin of error. The margin of error is a standard statistical calculation that represents differences between the sample and total population at a confidence interval, or probability, calculated to be 95%. This means that there is a 95% probability that the sample taken for this study would fall within the stated margin of error if compared with the results achieved from surveying the entire population. The margin of error for this survey is +/- 4.9%.

DHM Research Background: DHM Research has been providing opinion research and consultation throughout the Pacific Northwest and other regions of the United States for over 40 years. The firm is nonpartisan and independent and specializes in research projects to support public policy making.

Clackamas County 2020 Community Survey May 20-June 1, 2020 Clackamas County Residents N=400; ±4.9% margin of error 15 minutes DHM Research Project #00935

Hello, my name is ______ from [name of fielding house]. I have some questions about your community (specify if possible).

As needed:

- We are not trying to sell you anything.
- The survey should only take a few minutes and I think you will find the questions interesting.
- Your answers are strictly confidential.

GENERAL MOOD & WARM-UP

1. All in all, do you think things in Clackamas County are headed in the right direction or are they off on the wrong track?

	2020	2018	2016	2014	2012	2008
Response category	n=400	n=400	n=400	n=400	n=400	n=400
Right direction	52%	54%	58%	54%	46%	57%
Wrong track	24%	22%	18%	21%	29%	21%
[Don't read] Don't know	24%	24%	24%	25%	25%	23%

2. Do you believe quality of life in Clackamas County is getting better, staying about the same, or getting worse?

	2020
Response category	n=400
Getting better	17%
Staying about the same	53%
Getting worse	25%
[Don't read] Don't know	4%

3. In thinking about your quality of life, what aspects of your community do you most value? [Open; accept multiple responses; record exact]

Response category	2020 n=400
Environment, parks, outdoors, countryside, rural	28%
Family, friends, neighbors	28%
Sense of community	20%
Safety, lack of crime	17%
Small business, Farmer's Market	13%
Small town	11%
Roads, potholes, maintenance, infrastructure, transportation	9%
Education, schools	8%
Freedom	7%
Affordable housing	5%
Quiet	4%
Health issues, mental health	4%
Cleanliness	4%
All other responses	3% or less
[Don't read] Don't know	2%

4. What are the most important issues you see facing Clackamas County at this time? [Open; accept multiple responses; record exact]

Response category	2020 n=400	2018 n=400	2016 n=400	2014 n=400	2012 n=400	2008 n=400
Coronavirus, back to normal	24%					
Jobs, economy	20%	7%	6%	9%	20%	6%
Homelessness, poverty	15%	10%	5%			
Roads, potholes, maintenance, infrastructure, transportation	11%	16%	17%	10%	10%	20%
Growth, development	10%	9%	10%	3%		
Traffic congestion	11%	13%	8%	5%	4%	6%
Politics	8%					
High taxes, property taxes	7%	9%	4%	6%	11%	5%
Lack of safety, crime	7%	6%	2%	5%	3%	9%
Education	6%	5%	3%	8%	10%	5%
Affordable housing	6%					
All other responses	3% or less	2% or less	2% or less	3% or less	2% or less	5% or less
[Don't read] Don't know	3%	12%	19%	20%	10%	17%

VALUE OF COUNTY SERVICES

I'm going to read you a list of services that are provided by Clackamas County Government. Please tell me if each service is very valuable, somewhat valuable, not too valuable, or not at all valuable to the quality of life in Clackamas County. **[Randomize Q5–Q16]**

		Very	Somewhat	Not too	Not at all	Don't
Re	esponse category	valuable	valuable	valuable	valuable	know
5.	Law enforcement					
	2020, n=400	75%	19%	4%	1%	1%
	2018, n=400	66%	28%	4%	1%	1%
	2016, n=400	68%	26%	4%	3%	0%
	2014, n=400	69%	24%	5%	2%	0%
	2012, n=400	66%	28%	3%	2%	1%
6.	Road maintenance					
	2020, n=400	66%	29%	3%	1%	1%
	2018, n=400	52%	42%	4%	2%	0%
	2016, n=400	55%	37%	5%	2%	0%
	2014, n=400	46%	45%	8%	1%	0%
	2012, n=400	48%	44%	5%	2%	1%
7.	Assisting victims of domestic vic	lence				
	2020, n=400	69%	23%	2%	2%	5%
	2018, n=400	63%	30%	3%	2%	2%
	2016, n=400	63%	30%	4%	2%	1%
	2014, n=400	57%	34%	6%	2%	1%
	2012, n=400	55%	33%	7%	4%	1%
8.	Land use planning and permittin	g				
	2020, n=400	36%	43%	10%	5%	5%
	2018, n=400	27%	50%	13%	6%	4%
	2016, n=400	30%	40%	18%	7%	6%
	2014, n=400	28%	43%	20%	6%	2%
	2012, n=400	25%	40%	20%	11%	5%
9.	Healthcare services to low-incor	ne residents				
	2020, n=400	59%	24%	8%	5%	4%
	2018, n=400	54%	35%	7%	3%	1%
	2016, n=400	47%	37%	8%	5%	3%
	2014, n=400	42%	43%	10%	3%	1%
	2012, n=400	47%	35%	10%	8%	1%
10	Affordable housing services for I	low-income re	esidents			
	2020, n=400	49%	30%	9%	8%	4%
	2018, n=400	45%	38%	11%	5%	2%
	2016, n=400	37%	40%	12%	8%	3%
	2014, n=400	32%	46%	14%	7%	1%
	2012, n=400	29%	47%	14%	9%	1%
11.	. Economic development				·	
	2020, n=400	48%	39%	7%	2%	3%
	2018, n=400	36%	48%	10%	3%	3%
	2016, n=400	35%	48%	8%	4%	5%

	Very	Somewhat	Not too	Not at all	Don't
Response category	valuable	valuable	valuable	valuable	know
2014, n=400	43%	45%	6%	3%	2%
2012, n=400	53%	34%	8%	3%	2%
12. Responding to emergencie	es and natural disa	sters			
2020, n=400	81%	14%	2%	<1%	2%
2018, n=400	69%	27%	3%	0%	0%
2016, n=400	65%	28%	4%	2%	1%
2014, n=400	64%	29%	5%	1%	1%
2012, n=400	62%	29%	5%	2%	2%
13. Providing mental health ar	nd addiction service	s			
2020, n=400	60%	29%	5%	2%	4%
2018, n=400	56%	36%	5%	2%	1%
2016, n=400	55%	35%	6%	3%	1%
2014, n=400	51%	35%	10%	3%	1%
2012, n=400	39%	45%	10%	5%	2%
14. Maintaining County parks					
2020, n=400	52%	40%	5%	1%	1%
2018, n=400	19%	60%	17%	3%	1%
2016, n=400	20%	61%	15%	3%	1%
2014, n=400	19%	59%	18%	3%	1%
2012, n=400	20%	57%	18%	5%	0%
15. Preventing homelessness					
2020, n=400	59%	21%	6%	9%	5%
16. Sheltering the homeless					
2020, n=400	46%	27%	13%	10%	4%

17. Thinking about Clackamas County Government overall, how would you rate the County's performance in providing the services I just read to you based on anything you have seen or heard? Is it excellent, good, poor, or very poor?

Response category	2020 n=400	2018 n=400	2016 n=400	2014 n=400	2012 n=400	2008 n=400
Excellent	7%	6%	7%	7%	5%	8%
Good	66%	73%	70%	70%	70%	54%
Poor	16%	18%	15%	15%	17%	26%
Very poor	3%	2%	2%	2%	3%	7%
[Don't read] Don't know	6%	3%	6%	6%	5%	5%

The following are statements that some people may make about Clackamas County. For each statement, please tell me if you strongly agree, somewhat agree, somewhat disagree, or strongly disagree. **[Randomize Q18–Q20]**

Response category	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Don't know
 The children of Clackamas County are likely to enjoy at least the same standard of living as their parents do today. 	23%	40%	22%	10%	5%
19. I would recommend Clackamas County as a place to live to my friends and family.	48%	42%	6%	3%	1%

Response category	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Don't know
20. Everyone in Clackamas County who works hard and plays by the rules has the same opportunity regardless of their race or ethnicity.	32%	30%	21%	13%	4%

GETTING INVOLVED

21. When it comes to staying engaged with your county government, would you say that you are very engaged, somewhat engaged, not too engaged, or not at all engaged?

	2020	2016
Response category	n=400	N=400
Very engaged	8%	5%
Somewhat engaged	38%	32%
Not too engaged	36%	39%
Not at all engaged	17%	23%
[Don't read] Don't know	1%	1%

22. Clackamas County holds various weekly meetings about issues that affect the community as a whole. This can include County Commission policy meetings, land use and planning meetings, and open houses about projects. Are there barriers that keep you from attending these meetings?

	2020
Response category	n=400
Yes	36%
No	54%
[Don't read] Don't know	10%

23. [If Q22=1] What barriers keep you from attending these meetings? [Open]

	2020
Response category	n=144
Time of meetings, location	35%
Work, Job	30%
Childcare	14%
Confrontation with others	10%
Health issues, Health concerns	10%
Unable to drive	8%
Coronavirus	5%
Old age	2%
None	1%
Other	3%
[Don't read] Don't know	2%

24. Clackamas County does not have a single, centralized phone line where residents can be directed to the right person to speak with about their issue. If Clackamas County created one, would you be very likely, somewhat likely, not too likely, or not at all likely to use it?

	2020
Response category	n=400
Very likely	28%
Somewhat likely	35%
Not too likely	19%
Not at all likely	14%
[Don't read] Don't know	4%

25. What is your preferred method to learn information about Clackamas County actions, programs, and general news? **[Open]**

	2020
Response category	n=400
Email	26%
Newspaper, Newsletter	26%
Internet (General mention), Online	19%
Website, County webpage	17%
Mail, Flyers	11%
TV News	8%
Text message	4%
Social media	4%
All other responses	3% or less
[Don't read] Don't know	2%

I'm going to read you a list of sources where you may hear news about Clackamas County actions, programs, and general news. Please tell me if each source is very trustworthy, somewhat trustworthy, not too trustworthy, or not at all trustworthy. **[Ask Q26–Q27 first, randomize Q28–Q30]**

Response category	Very trustworthy	Somewhat trustworthy	Not too trustworthy	Not at all trustworthy	Don't know
26. The Oregonian	24%	45%	11%	10%	11%
27. Other community newspapers	20%	55%	9%	2%	14%
28. Clackamas County website or the County's social media	41%	36%	4%	2%	18%
29. TV news	12%	46%	21%	11%	10%
30. Radio news	13%	55%	13%	2%	17%

#CLACKCO QUARTERLY

31. On a scale where 0=not at all interesting and 10=very interesting, how would you rate the "#ClackCo Quarterly" newsletter, formerly called "Citizen News," a publication mailed to each household in the county?

	2020	2018	2016	2014	2012
Response category	n=400	n=400	N=400	N=400	N=400
Top Box (8+9+10)	16%	18%	13%	18%	17%
Mean	5.4	5.3	5.2	5.6	5.6
[Don't read] Don't know**	21%	25%	25%	25%	32%

**"Don't know" responses from prior years include responses of "Never heard of it" and "Never read it"

32. "#ClackCo Quarterly" is currently mailed to all households. How would you prefer to receive the publication? **[Open]**

	2020	2018	2016	2014	2012
Response category**	n=400	n=400	N=400	N=400	N=400
Mail, mailbox	59%	61%	61%	62%	58%
Email	27%	14%	22%	18%	20%
Online	6%	5%	5%	16%	8%
Do not want to receive it	3%	11%	4%	7%	5%
Wants to know more	1%				
Newsletter	1%				
None	4%				
Other	1%	1%	2%	0%	1%
All other responses	<1%				
[Don't read] Don't know	2%	5%	3%	4%	6%

HISTORY HUB

Clackamas County is considering asking voters to support a property tax levy to fund organizations involved in historical interpretation and preservation activities to better preserve and promote the County's history. The tax would be 5-cents per \$1,000 of assessed property value. For the typical homeowner this would be about \$13.00 per year in additional property taxes.

33. As of now, would you support or oppose this proposal? [Wait and ask strongly/somewhat]

	2020
Response category	n=400
Support—strongly	16%
Support—somewhat	30%
Oppose—somewhat	18%
Oppose—strongly	28%
[Don't read] Don't know	8%

DEMOGRAPHICS

These last questions make sure we have a valid sample of the community. It's important to collect answers to all of the following questions, and please keep in mind that your responses are confidential.

34. Age [Don't ask, record from sample]

	2020
Response category	n=400
18–24	9%
25–34	16%
35–54	34%
55–64	18%
65+	23%
[Don't read] Refused/Missing	<1%

35. Do you describe your gender as:

	2020
Response category	n=400
Male	49%
Female	49%
Non-binary or gender non-conforming	1%
[Don't read] Refused/missing	1%

36. Area [Record city from sample]

	2020
Response category	n=400
Lake Oswego/West Linn/Tualatin/Rivergrove	17%
Oregon City/Gladstone/Johnson City	9%
Milwaukie/Clackamas/Portland/Happy Valley	12%
Canby/Barlow/Molalla/Wilsonville	10%
Estacada/Sandy	4%
Blank/other	48%

37. How long have you lived in Clackamas County?

	2020
Response category	n=400
0–5 years	13%
6–10 years	13%
More than 10 years	72%
[Don't read] Refused/missing	2%

38. Do you own or rent your home?

	2020
Response category	n=400
Rent	19%
Own	70%
I have a different arrangement	8%
[Don't read] Refused	4%

39. What is the highest level of education you have had the opportunity to complete?

Response category	2020 n=400
Less than high school	1%
High school diploma/GED	8%
Some college/2-year degree	30%
College degree/4-year degree	33%
Graduate/professional school	24%
[Don't read] Refused/Missing	4%

40. How many children younger than age 18 live in your home?

	2020
Response category	n=400
None	62%
1	11%
2	15%
3	5%
4	1%
5 or more	1%
[Don't read] Refused/Missing	5%

41. What was your annual household income before taxes in 2019?

	2020
Response category	n=400
Less than \$25,000	10%
\$25,000 to less than \$50,000	11%
\$50,000 to less than \$75,000	11%
\$75,000 to less than \$100,000	13%
\$100,000 to less than \$150,000	18%
\$150,000 or more	17%
[Don't read] Refused/Missing	21%

42. What is your race or ethnicity? [Allow multiple]

	2020
Response category	n=400
African American/Black	1%
Asian/Pacific Islander	2%
Hispanic/Latino	3%
Native American/American Indian	2%
White/Caucasian	85%
Other	2%
[Don't read] Don't know	1 response
[Don't read] Refused/Missing	7%

43. If Clackamas County has a regular online panel regarding some of the issues I have just mentioned, would you be interested in participating?

	2020
Response category	n=400
Yes	35%
No	45%
[Don't read] Don't know	21%

44. [If Q43=1] What is your email address? [Open]