



# STRATEGIC PLAN

## COUNTY 2020

### **Board of Commissioners**

Tom Brian, Chair  
Dick Schouten, District 1  
John Leeper, District 2  
Roy Rogers, District 3  
Andy Duyck, District 4

### **County Administrator**

Charles Cameron

## **DISCUSSION DRAFT**



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## **Introduction**

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In 1983, the Board of Commissioners recognized that Washington County government was facing a serious challenge. That challenge was to preserve and build upon the County's quality of life while responding to phenomenal population growth and increasing demand for County services.

Rapid population growth led to an accelerated demand for County services at a level that would be more typically provided by and expected from established cities—not a “traditional” county government. At the same time, due to the limits placed on traditional county funding sources, it was evident that limited resources would be available to meet this increased demand. Further, as the demand for city-type services in the unincorporated area increased, County government was facing the prospect of requiring city taxpayers to subsidize the provision of those services.

In response to these challenges, the Board adopted the County 2000 Plan in 1986. The original Plan identified the County's fundamental approaches to its service delivery roles, principles and priorities, and was designed to be a blueprint for the development and implementation of County policies, programs, and operations. The Plan was updated in 1990 and 1993. These updates substantively reinforced the original document with refinements based on emerging issues and service priorities.

As part of the “next generation” of County 2000 updates, the Board of Commissioners in 2000 set in motion a series of conversations about what makes this a great place to live, work and do business, and posed the question, “What will it take to assure we sustain and enhance the valued aspects of our communities?” The project, termed VisionWest, included unprecedented community involvement, eight active issue teams, and the development of informative, defining and creative issue papers. VisionWest was intended to take a broad and engaging look at the community through the unique perspectives of public, private, nonprofit, and faith-based stakeholders.

Along the way, connections were strengthened among many different sectors and organizations and a strong desire was expressed to work together more consistently and effectively. This effort led to the incorporation of the nonprofit organization—Vision Action Network—that works across organizations and sectors to identify, plan, and mobilize diverse resources around critical community concerns. Its creation is based on the premise that addressing community needs requires the pooling of resources and passions—across organizations and sectors—to coordinate good works and do what otherwise would not get done.

With the broad community engagement process completed and organizations and sectors collaborating in new and exciting ways, the Board of Commissioners began the process of updating the *County 2000 Strategic Plan* and its policy direction specifically provided to the County organization. This updated document, *County 2020*, reinforces the principles and tenants of the original document and our current commitment to the type of collaboration and partnerships that will directly influence the long-term health and vibrancy of our community.

The *County 2020 Plan* distills the County’s general principles and priorities and is augmented by a number of “enabling plans” that operationalize the Strategic Plan and are approved by the Board of Commissioners. The development of each enabling plan relies on citizen and stakeholder input and collectively reflects the values, goals, objectives, and policies of Washington County government.

The enabling plans can be accessed via the Washington County website at [www.co.washington.or.us](http://www.co.washington.or.us).

## **The Washington County Community – Our Vision**

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### ***“For the Generations”***

*Our vision is to be a model community for 21st Century America, reflecting the best of our community’s resources, achievements, diversity, values, and pioneering spirit.*

Washington County is a special community that deserves the best of our individual and collective efforts. Maintaining the quality of life in this community will require the planning, creativity, and action of all—across the divide of sectors and organizations. The fulfillment of our community vision will require governments, business, nonprofits, religious and civic organizations to align passion and resources to serve our community and citizens. The challenge is two-fold: 1) maintain the quality and effectiveness of existing mission-driven organizations and institutions; and 2) link together these vast resources to serve, protect, and reinforce the attributes of a safe, healthy, and vibrant community.

For our part, we envision a “collaborative community” that recognizes the role, contribution, responsibility and interdependence of citizens and institutions. A community in which:

- ◆ The diversity of our residents is celebrated.
- ◆ Our children and families have access to the resources and support to reach their full potential.
- ◆ Our housing is safe, comfortable and diverse, spanning the spectrum of affordability, effectively exploiting the benefits of proximity to work, school, services, and transportation.
- ◆ Our educational system provides a consistent level of excellence from preschool through graduate-level higher education, and residents have life-long access to a variety of educational opportunities.
- ◆ Our nonprofit institutions are known for their strength and dedication to the needs of their constituents, working in concert with government, business, and religious partners.
- ◆ Our residents and visitors are safe and our justice system is coordinated, balanced, efficient, and responsive.

- ◆ Our abundant natural resources are nurtured for their inherent beauty, and their contribution to the health and well being of our residents now, and for generations to come.
- ◆ Our environment and neighborhood livability is maintained, enhanced, and balanced with our community's growth and development.
- ◆ Our community recognizes the social, economic, and environmental factors that contribute to the health and well being of citizens and works together to prevent illness, disease, and injury.
- ◆ Our economy is known for its diversity, future orientation, vitality, and commitment to the local community.
- ◆ Our private and public institutions work together to identify and problem solve critical community issues.

## **Washington County the Organization – Our Mission**

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*Our mission is to provide excellent and cost effective services that support healthy, peaceful, safe and sustainable communities; and encourage meaningful participation in community activities and County governance.*

As a public service organization, we recognize that our principles, policies, programs and practices must reflect the Constitution of the United States, Oregon and the tenets of representative democracy. We strive to represent the diverse interests of an evolving community and balance the rights of the majority with the rights of individuals.

Washington County is guided by the following principles:

### **GUIDING PRINCIPLES**

#### **Mission Driven**

We commit ourselves to relevant and quality services. The County will not be the government of last resort that attempts to provide all the services that no one else can or will provide. The County will, however, actively engage others to address a wide range of community concerns fulfilling the varied roles of direct service provider, partner or supporter.

#### **Citizens**

We will be citizen-driven, both internally and externally. We will treat others with courtesy and respect and provide quality service and customer satisfaction.



### Accountability

We will ensure public funds provide priority service. We will strive to get the most benefit from available resources through sound business practices. We will act in accordance with the law, with integrity and in the public interest; ensuring quality supervision and accountability throughout the organization.

### Pursuit of Excellence

We commit ourselves to quality and excellence. Innovation and calculated risk-taking are essential. We commit ourselves to best practices and professional standards and to continuous improvement and creativity. We will look ahead and not default to the status quo.

### Integrity, Loyalty and Trust

We believe ethical conduct is paramount and it will be a trademark of our organization. We will strive to create and maintain an environment of trust, loyalty, and civility which comes from open, honest, and direct interactions with each other and our residents.

### Stewardship

We commit ourselves to the efficient use of public resources. We will invest in our people, systems and facilities.

### Valued Employees

We will hire and develop capable and professional employees and provide them with the tools to perform their duties. We will enable employees and teams to manage their work and expect them to be accountable for their decisions and actions. We commit ourselves to employee development and active performance management.

### Diversity

We will treat all people with dignity, honesty and respect. We will demonstrate through our actions an understanding and appreciation for cultural diversity and individual differences. We will not tolerate harassment or discrimination.

### Accessibility

Citizens and employees, regardless of abilities, will have ready access to our services and facilities. Our processes will be open and fair to all.

### Prevention

We believe in prevention and early intervention and will promote healthy lifestyles and choices to prevent problems and reduce risks.

### Teamwork

We will enhance and support teamwork and team building in our diverse organization. We will strive for a professional and cooperative working relationship with residents, organizations and other public agencies.

## **Washington County Government's Four Fundamentals**

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Washington County continues to evolve its strategies and philosophies based on community priorities, changing demographics, available resources, service needs, and partnership opportunities. Over time we have developed a number of fundamentals that guide our work and approach to community problem solving. Consistent with the guiding principles, these four fundamentals further detail the County's role and approach to services.

### **FUNDAMENTAL 1: ROLE AS SERVICE PROVIDER, PARTNER OR SUPPORTER**

The County will assume, as appropriate, the role of provider, partner, or supporter.

- ◆ Provider – Certain countywide programs and services are determined to be most appropriately provided by the County or by contractors who provide those services via decisions made by the Board of Commissioners.

*An example of a direct service appropriately provided by the County is the Environmental Health program that performs restaurant, pool, water system and other inspections using County staff. Direct service provided by contractors includes the County's Mental Health Program. In this case the County determined that contracting with community-based service providers was a more effective and efficient model than directly relying on County staff. Mental health contracts are therefore let based on a competitive procurement process.*

- ◆ Partner – Certain key functions, while not found to be a core function of County government, may by virtue of their proximity to the mission of the County, be performed in partnership with other organizations. Washington County's collaborative role would be performed via financial support, technical assistance, coordination, or the creation of a new organization. Two criteria that would be applied in the decision to provide support are: 1) the effort would complement the County's mission; and 2) there would be a significant rate of return on the investment to the target group.

*An example of such a partnership is the Vision Action Network, which is composed of key business, government, nonprofit and faith partners who collaborate in addressing community issues of mutual interest. In this case, the County*

*incorporated the nonprofit organization, provides support as one of many partners and assists with ongoing technical support.*

- ◆ **Supporter** – Absent the assumption of either a direct service or partnership role, a major function the County can perform is that of supporting activities consistent with the development of the County’s vision and mission statements. As the Board of Commissioners is the only general-purpose political body with geographic perspective over the entire County, it has addressed, and will continue to elevate, critical issues that require resolution before the County’s vision can be achieved. This role does not assume the County has the final word in setting a community-wide agenda. However, the organization, via broad perspective, does have the capacity to assist in that effort.

*Examples include working with others to highlight support of elementary, secondary, or higher education needs, and volunteering in support of cultural, religious, charitable or family activities. This would include the County’s annual charitable campaign to benefit local nonprofit organizations.*

## **FUNDAMENTAL 2: WE ARE FUNDAMENTALLY A PROVIDER OF COUNTYWIDE SERVICES**

The County is primarily a countywide service provider, as opposed to a provider of services that only benefit specific geographic areas or districts.

As the County has recognized its financial limits, the County 2020 Plan distinguishes the financing of countywide services from municipal-type services that benefit specific geographic areas.

- ◆ **Countywide services** are defined as services that are utilized by the broad spectrum of County residents. These services are typically funded by countywide property taxes, other general-purpose revenues, or other special revenues dedicated to those services.

*Examples include assessment and taxation, elections, public health, human services, housing services, emergency medical services (ambulance), major transportation systems, building services, surveyor, animal services, juvenile, community corrections, district attorney, jail and certain Sheriff’s Office programs/services. These services are traditionally provided by counties.*

- ◆ **Municipal services** benefit specific sub-areas and groups within the County. Cities, geographically defined special districts, or user fees typically fund these services.

An example of municipal-type services is the Enhanced Sheriff Patrol District (ESPD), which serves and is funded by the urban unincorporated residents of Washington County.

The Strategic Plan dictates that countywide property tax dollars will be expended on countywide services and, furthermore, that those services are provided according to the priorities of the community.

In cases where municipal services are desired, the Strategic Plan dictates that the level of service be adjusted and funded by local option. Financial support for such services may be made possible by incorporation into cities (annexation), special local assessments, service districts, or specific user fees.

### **FUNDAMENTAL 3: WE NEED EVERYONE TO DO THEIR PART**

The County must rely on the participation of other government organizations, as well as nonprofit, business, civic and religious organizations, individuals and families to provide the range of services required in a healthy community.

### **FUNDAMENTAL 4: WE PROVIDE AND FUND SERVICES IN ACCORDANCE WITH COUNTY 2020 AND THE FINANCE PLAN**

The key policies and values of the County 2020 Plan will also be reflected in the companion County 2020 Finance Plan.

## **Service Goals and Strategies Overview**

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The following service goals and strategies provide a broad overview of County services and responsibilities. For additional information on department responsibilities or specific programs and services, please refer to the Enabling Plans or the annual Washington County Budget document.

In this section, you will find service goals and strategies for the primary areas of government administered by Washington County.

### **COUNTY GOVERNMENT/ADMINISTRATION GOAL**

County Government/Administration will conduct itself in a manner that honors and builds the public trust in democracy through effective financial administration, fair and accurate assessment and taxation, and the conduct of elections. It will also provide political, legal and administrative leadership.

### Core Strategies

- ◆ Maintain a secure and fair election system.
- ◆ Commit to an effective citizen participation and communication program.
- ◆ Commit to prudent financial practices, taxation, and accountability mechanisms that will ensure operation within existing resources.
- ◆ Maintain accurate and uniform property assessments in compliance with Oregon laws.
- ◆ Collaborate with citizens and stakeholders to evaluate provision of municipal services in the urban unincorporated areas.
- ◆ Evaluate and employ technologies to improve effectiveness and efficiency of service delivery and access to information.
- ◆ Evaluate and maintain efforts to foster employee development, including training programs and a commitment to active performance management.
- ◆ Provide efficient and effective internal support functions to meet fiduciary, other accountability requirements and customer service needs.
- ◆ Provide access to services and facilities for all.

### **PUBLIC SAFETY & JUSTICE GOAL**

Public Safety & Justice will operate in a professional, respectful and coordinated manner. It will be predictable enough to deter crime, strong enough to react forcefully to escalating situations, adequate enough to incarcerate, and sensitive enough to recognize those who can be changed and assist them in that change. It will respect victims' rights and provide services to address their unique needs.

### Core Strategies

- ◆ Provide a balanced base level of countywide public safety and criminal justice services. A balanced approach means paying attention to the inter-related components of the justice system and how changes among components, associated policy decisions and funding allocation levels can have an impact on each other. These countywide services include:
  - A 582-bed jail (Sheriff's Office)
  - A 215-bed Community Corrections Center (Community Corrections)
  - Court facilities/services (State Courts and the Sheriff's Office)
  - Criminal prosecution (District Attorney)
  - Probation and post-prison supervision of offenders (Community Corrections)
  - Juvenile court services--including incarceration (Juvenile Department)

- Emergency management (911 Center, Emergency Medical Services and Sheriff's Office)
  - Civil enforcement (Sheriff's Office)
  - Child support enforcement (District Attorney)
  - Victim assistance programs (all departments), and a myriad of prevention services provided across a wide spectrum of programs
- ◆ Consider less-expensive, early-intervention approaches that can reduce the need for the more expensive services at the system's later stages.
  - ◆ Provide a county standard of approximately .50 officers per 1,000 residents to: provide patrol services in the unincorporated areas and provide supportive investigative, mutual aid and special team services (major crimes, drug enforcement, gang team, tactical negotiations, crash accident reconstruction, traffic safety, search and rescue, clandestine lab enforcement) and other law enforcement services for both cities and the unincorporated areas.
  - ◆ Fund geographic specific services (i.e. municipal-level unincorporated area patrol and investigations) by other funding mechanisms, not by a uniform countywide property tax.
  - ◆ Develop and use a continuum of cost-effective community sanctions and services to supervise juvenile and adult offenders.
  - ◆ Promote and support the development and implementation of a broad range of crime prevention measures.
  - ◆ Provide services in a collaborative and cooperative manner with other County departments (e.g. Health and Human Services), and with other criminal justice and community service agencies. To this end, update the County's long-range Corrections Master Plan identifying how all justice system agencies will be efficiently coordinated including an update of the long-range incarceration space requirement forecast.
  - ◆ An expansion planning process for current incarceration needs may be initiated based on the outcome of the update of the Corrections Master Plan and incarceration space requirements analysis. A significant goal in this process is to identify the use of alternative sanctions for offenders with mental illness or drug/alcohol related problems.

## **LAND USE AND TRANSPORTATION GOAL**

In order to maintain a high level of community livability, the County will strive to balance the rights of the individual to control his or her land with the broad community interests. It will plan, build and maintain the county's transportation system and

prepare, implement and enforce land use plans, policies and related state and county mandates.

### Core Strategies

- ◆ Provide comprehensive land use planning in the unincorporated areas of Washington County.
- ◆ Support the Urban Growth Boundary (UGB) as a means to provide public services such as roads, sewer, and water systems in an efficient and economical manner, and to control consumption of farm and forestland. Require development within the UGB to include a full-range of urban-level services.
- ◆ Properly balance individual property rights with neighborhood livability and the needs of the community as a whole.
- ◆ Perform a Construction Review program that assures structures are safe from collapse, fire and other peril, and guarantees a standard of quality for the consumer.
- ◆ Maintain self-sufficiency (through fees) of current planning and land development and building programs. Limited countywide resources are directed towards code enforcement and public assistance services.
- ◆ Redirect long-term land use planning efforts from performing regular updates of community plans, instead concentrating on maintaining and participating in various regional and state planning efforts and rules to manage growth and maintain community livability.
- ◆ Assume a leadership role for land use and transportation planning to assure the various federal, state, regional and local mandates are met and coordinate with other jurisdictions to assure continuity of planning.
- ◆ Regularly update the County Transportation Plan and work to continuously improve the adopted countywide road system. Focus on a number of priorities including: 1) north-south connectivity issues; 2) intra-county transit service; 3) alternative modes of transportation, including transit, carpooling, bicycling and walking; 4) freight mobility; and 5) additional dedicated funding to meet major multi-modal regional and county projects.
- ◆ Continue a Major Surface Transportation Improvement Program (MSTIP).
- ◆ Require development to contribute toward improvements to the transportation system that address impacts of growth.
- ◆ Direct road maintenance funding to the following priorities: 1) emergency repair hazard elimination and mandated road work; 2) general maintenance on County

major road systems, including rural resource roads; and 3) reconstruction and local roads.

- ◆ Improve efficiency through improved traffic control systems.
- ◆ Maintain property records and the public land corner system.

## **HOUSING GOAL**

The County and its partners will work to adequately shelter those who would not otherwise have it, and to provide for the transition into housing independence for those who can achieve that goal.

### *Core Strategies*

- ◆ Develop innovative partnerships with the private and public sectors. Program financing will derive primarily from the creative packaging of federal, state, and local non-General Fund sources.
- ◆ Recognize the relationship between housing and economic development and providing housing options for people who work in our communities. Support and promote modestly priced rentals and first-time ownership housing opportunities. Place an emphasis on groups that are under-represented as homeowners.
- ◆ Promote the preservation and efficient use of existing affordable housing stock.
- ◆ Support designated Community Housing Development Organizations (CHDO) carry out the goals of the Consolidated Plan.
- ◆ Evaluate surplus property for the development of affordable housing.
- ◆ Promote the construction and preservation of housing units for special needs and difficult to serve households. Recognize the housing needs of the elderly and disabled and advance persons to greater self-sufficiency whenever possible. Support equal access to affordable housing for all households in Washington County.
- ◆ Promote a wide variety of housing options to low-income residents. Place an emphasis on the production of units for households under 30% and 50% of the Median Family Income.
- ◆ Evaluate opportunities and partnerships to reduce costs, obstacles, and regulatory barriers for affordable housing.
- ◆ Support efforts to reduce homelessness and provide services to those that are homeless or at risk of becoming homeless.



## **HEALTH AND HUMAN SERVICES GOAL**

The County will develop a system of program delivery options that emphasizes prevention and works in concert with others to ensure conditions in which all people can be healthy, building a foundation of healthy community living through disease prevention and control.

### **Core Strategies**

- ◆ Emphasize prevention and education in Public Health programs, while providing select direct services including (among others) immunizations, family planning, field team nurses and communicable disease control. Emphasize user fees to support services as appropriate.
- ◆ Enforce public health regulations and provide environmental surveillance to prevent the spread of communicable diseases and protect the environment.
- ◆ Promote and support community assessments and service planning for prevention and early intervention programs and the development of comprehensive family support systems for children and families through the Commission on Children and Families and the Children's mental health program.
- ◆ Promote and support a balanced human services system, including disability, aging, veterans, mental health, alcohol and drug treatment and developmental disabilities. Invest to avoid imbalances in the human services system that negatively impacts the public's safety and welfare.
- ◆ Promote the economic and social well being of families, children, individuals and communities and integrate services to maintain and enhance the quality of life of citizens.
- ◆ Promote and encourage visibility and understanding of health and human service issues, including services within and beyond the scope of our service continuum. Focus on collaborative opportunities with public, private, and nonprofit partners to address issues of mutual interest.
- ◆ Advocate for stable federal and state resources.
- ◆ Coordinate and facilitate public health emergency response activities with county and state emergency management.
- ◆ Partner with others to *reduce, reuse and recycle* valuable resources. Assure waste is disposed of in a manner that protects the health of current and future generations and preserves our nation's resources and our community's environment.

## **CULTURE, EDUCATION, & RECREATION GOAL**

The County will support programs that serve the cultural, educational and recreational interests of our community.

### ***Core Strategies***

- ◆ Partner with others to plan for and address the growing demand and need for natural and open spaces and recreational facilities.
- ◆ Consistent with the desire to protect and/or acquire natural areas and future park sites, the County's inventory of land will be reviewed for potential greenways and park sites.
- ◆ Maintain County-owned timber property as a means to contribute financially to opportunities for natural and open space, recreational facilities, and improvements at Hagg Lake/Scoggins Valley Park. Any improvements at Hagg Lake/Scoggins Valley Park will strike a balance between making this treasure more accessible to patrons while remaining sensitive to environmental concerns.
- ◆ Support partnerships for public library service delivery by allocating funding to service providers to ensure public access to library services.
- ◆ The Cooperative Library Services will provide support services to local libraries to promote efficient service delivery and take advantage of economies of scale, and will provide direct service to special populations such as the homebound, non-English speaking residents, children in care, jail inmates, and residents with low literacy levels.
- ◆ Support the development of the Fair Complex as a multipurpose, year-round event and conference facility. Fair, event revenues, and grants will finance operations and future development plans.
- ◆ Support the development of the arts, history, and heritage as components of the cultural fabric of our County and the region.
- ◆ Promote the continued vitality of the Washington County agricultural community through Oregon State University Extension Services.

### **Enabling Plans**

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While the 2020 Plan provides broad strategic direction and description of County services and priorities, it is the "enabling plans" that detail the challenge, identify solutions, priorities and specific funding decisions. These plans rely on comprehensive citizen and stakeholder involvement and are approved by the Board of Commissioners. Some plans are updated on a regular basis as dictated by code or statute (e.g.

Consolidated Plan (Affordable Housing), Community Corrections, etc.), while others are scheduled at the discretion of the County.

The “enabling plans” implement the strategic plan and provide the opportunity for precise and effective citizen involvement and creative problem solving. The following table summarizes the enabling plans by functional area.

<b>Functional Area</b>	<b>Enabling Plan</b>
General Government	<input type="checkbox"/> Finance Plan <input type="checkbox"/> Citizen Involvement Plan <input type="checkbox"/> Urban Services Plan <input type="checkbox"/> Economic Development Plan <input type="checkbox"/> Information Technology Plan <input type="checkbox"/> Employee Development Plan <input type="checkbox"/> Affirmative Action/EEO Plan <input type="checkbox"/> ADA Plan
Public Safety and Justice	<input type="checkbox"/> Corrections Master Plan <input type="checkbox"/> Public Safety/Human Services Plan <input type="checkbox"/> Community Corrections Plan <input type="checkbox"/> Juvenile Services Plan
Land Use, Transportation & Housing	<input type="checkbox"/> Comprehensive Plan <input type="checkbox"/> Transportation Plan <input type="checkbox"/> Consolidated Plan (Affordable Housing)
Health & Human Services	<input type="checkbox"/> Human Services Plan <input type="checkbox"/> Public Health Plan <input type="checkbox"/> Comprehensive Plan for Children and Families <input type="checkbox"/> Disability, Aging & Veteran Services Plan
Culture, Education & Recreation	<input type="checkbox"/> Public Lands Plan (parks, forest & open space) <input type="checkbox"/> Culture and Arts Plan

### **Select Priorities FY 06 - FY 10**

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In looking forward, Washington County has a number of priorities that stand out in terms of potential impact on our community and county organization. The select priorities noted below require a high level of citizen and stakeholder involvement and deliberation leading towards the development of thoughtful and effective plans of action. The County will provide process and political leadership as well as ongoing technical support.

- ✓ Public Safety, Justice and Human Services Plan  
Develop an integrated plan to address balance issues within the Public Safety and Justice system including services such as mental health, alcohol and drug treatment and housing.
  
- ✓ Urban Unincorporated Services Plan  
Work with citizens, partners and stakeholders to review all options and develop an integrated plan to address municipal type services for urban unincorporated areas.
  
- ✓ Update Citizen Involvement/Communication Plan  
Update and consolidate the numerous plans and policies related to Citizen Involvement and Citizen Communications.
  
- ✓ Public Financing Issues
  - Public Safety Local Option Levy (Proposed November 2006 Election)
  - Washington County Cooperative Library Services (WCCLS)
  - Enhanced Sheriff's Patrol Renewal
  - Jail Expansion—Capital Construction
  - Jail Expansion—Operations
  - Adequate State funding for Human Services and Community Corrections programs
  - Transportation Funding to meet infrastructure development needs

We look forward to working together.