



# Addressing Fragmentation for Youth and Families with Disrupted Pathways in El Dorado County

March 2019

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# Disrupted education and fragmentation of care drive long-term negative outcomes for millions of students

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~5M students experience **educational disruptions**: system involvement, trauma, homelessness, unplanned and unwanted pregnancy, repeated moves, etc.



Students face **additional burdens** due to **fragmentation** of care agencies: they must navigate multiple, complex, and misaligned systems to overcome disruptions

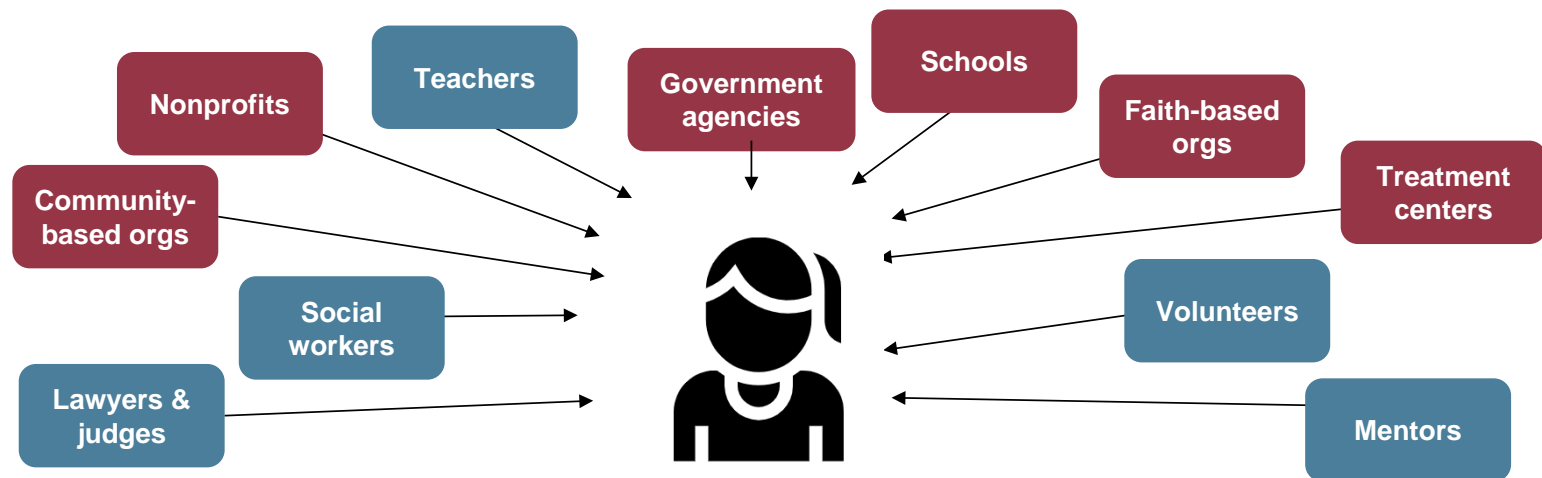


This has **negative effects on the trajectories** of young people: low academic outcomes, under- and unemployment, increased likelihood of adult incarceration, and lifetime reliance on public services

# This disruption is an issue nationwide, and fragmentation among agencies limits our ability to address it

Fragmentation among agencies inhibits each agency's ability to ensure that all young people, especially those experiencing disruption, have access to coordinated services and coherent education pathways.

**As a result, young people, rather than the system itself, bear the burden of navigating the full universe of adults, programs, policies, and services that support them.**



As a result, **over the longer term**, these students are more likely to:

- ➔ Achieve **far below grade level**
- ➔ **Be excluded** from post-secondary and career training opportunities
- ➔ **Drop out** of high school
- ➔ Become **early parents**
- ➔ Access the **social safety net**
- ➔ Be employed in **insecure, low-skill, low-wage jobs**
- ➔ Enter (or return to) the **criminal justice system**

# El Dorado County's young people face a host of challenges that disrupt their school pathways

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## Poverty

- 4,075 children live below the federal poverty threshold
- 11,117 students are eligible for free or reduced-price school meals

## Systems involvement

- 255 children were in the foster care system in 2017
- Each of two secure juvenile detention facilities served between eight and 24 youth on a given day
- In SY 2013-14, 25 students were arrested on school property across the County

## Mental and physical health challenges

- In 2016, there were 8.3 pregnancies per 1,000 females aged 15 to 19
- In 2014, 69.4 per 100,000 youth were hospitalized for self-inflicted injuries

## Homelessness

- 1,144 public school students are homeless

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## Over the course of ten months, county stakeholders have engaged with one another to address fragmentation

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Between April 2018 and February 2019, Bellwether Education Partners partnered with the El Dorado County Office of Education to facilitate a series of three convenings.

30 stakeholders from county agencies, nonprofit organizations, and community partners attended each meeting.

The goal of this series of meetings was to develop a solution (or set of solutions) to strengthen cross-agency communication, coordination, and collaboration to ensure all of El Dorado's young people and families have access to the services they need to be successful.

These meetings culminated in today's recommendation to create and formalize a new commission to oversee countywide coordination efforts. The details of this recommendation can be found on slides 13-18. Summaries of each meeting can be found in the appendix on slides 20-25.

# Participants reached consensus on what drives fragmentation, their ideal future state, and how to achieve it in El Dorado

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*How do we define the problem?*

**Problem statement**

El Dorado County partners lack the **centralized communication and data systems necessary** to provide the comprehensive, coordinated level of service that would maximize positive impacts for all young people and their families.

*What is our goal for future collaboration?*

**Intended impact**

By 2023, El Dorado County partners will consistently use an integrated, transparent, and data-driven system of services to ensure **all young people have access** to the social, emotional, educational, and/or health services they need.

*How will we achieve it?*

**Statement of purpose**

All County partners commit to working together to **establish an integrated, transparent, and data-driven system of services** so that the burden of navigating across partners is on the system itself rather than on young people and their families. This will ensure that every door is the right door for a child or family in need of services.



## Participants then identified two solutions that will improve cross-agency collaboration

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### Communication and coordination

1. Create a commission to oversee countywide collaboration

### Data

2. Develop a centralized data tool to inform countywide collaboration

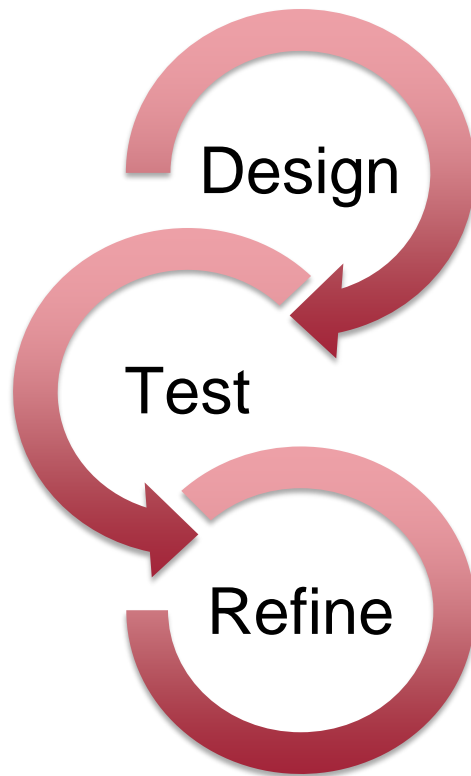


County leaders decided to **sequence the solutions to first focus on commission design, as the commission will likely oversee development of the data tool.**

The following slides focus exclusively on the creation of a commission to address the County's communication and coordination needs.

Finally, participants engaged in a prototyping process to guide design of a new commission

Prototyping is a three-step **strategic brainstorming process** that creates a **set of viable solutions**



The first phase focuses on **defining requirements and parameters** for the solution: What are the “must have” characteristics of the future solution? **What forms could it take?**

The second phase considers the **implementation considerations of potential solutions** brainstormed during the Design phase. Are any of them viable? Why or why not?

The third and final phase leverages insights from the Test phase to **improve and narrow the list of potential solutions** – ideally resulting in 1-2 options that fit your needs.

# At February's meeting, stakeholders built recommendations responsive to four key questions

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What is the purpose of the commission?



Where will the commission be housed?



What authority will the commission have?



Who will be on the commission?

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## What is the purpose of the commission?

**Recommendation:** *The purpose of the commission is to guide and oversee countywide communication and data coordination efforts.*

Stakeholders agreed that the purpose of the commission should be **closely tied to the problem statement** and **intended impact**:

*El Dorado County partners lack the centralized communication and data systems necessary to provide the comprehensive, coordinated level of service that would maximize positive impacts for all young people and their families.*

*By 2023, El Dorado County partners will consistently use an integrated, transparent, and data-driven system of services to ensure all young people have access to the social, emotional, educational, and/or health services they need.*



## Where will the commission be housed?

**Recommendation:** *The commission should be housed in the County's Chief Administrative Office (CAO).*

Stakeholders agreed that housing the commission in the CAO will give it **strength and credibility**; keep it **separate from any one agency**, thus helping ensure greater buy-in; **embed it within the broader County structure**; and set it up for **long-term sustainability and success**.



## What authority will the commission have?

**Recommendation:** *The commission should have advisory and coordination authority in four defined areas: communication, data, operations, and evaluation.*

### Communication

- **Gather** stakeholder input
- **Develop** and implement a strategic plan

### Data

- **Approve** countywide data sharing tool/system
- **Coordinate** interagency MOUs
- **Leverage** countywide policies to strengthen collaboration

### Operations

- **Hire** staff members (for the board to execute on this work)
- **Recommend** agency leaders
- **Convene** quarterly meetings

### Evaluation

- **Collect** and **evaluate** data
- **Develop** and **distribute** annual report

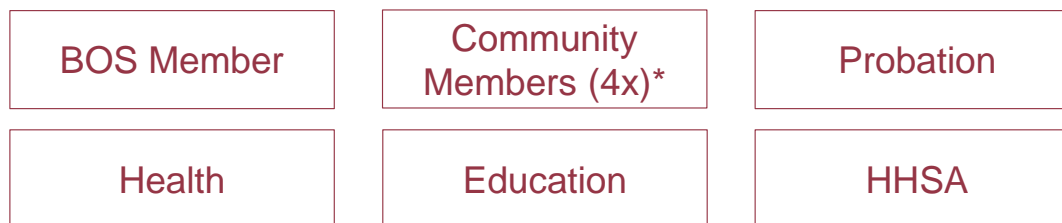
*Note: stakeholders recommend that the new commission should **not** spend time or resources on fundraising*



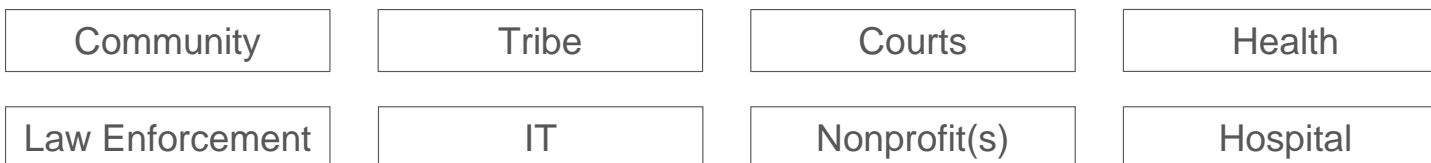
## Who will be on the commission?

**Recommendation:** *The commission should have two layers of authority: a voting panel and an advisory panel.*

### Voting Members



### Advisory Members



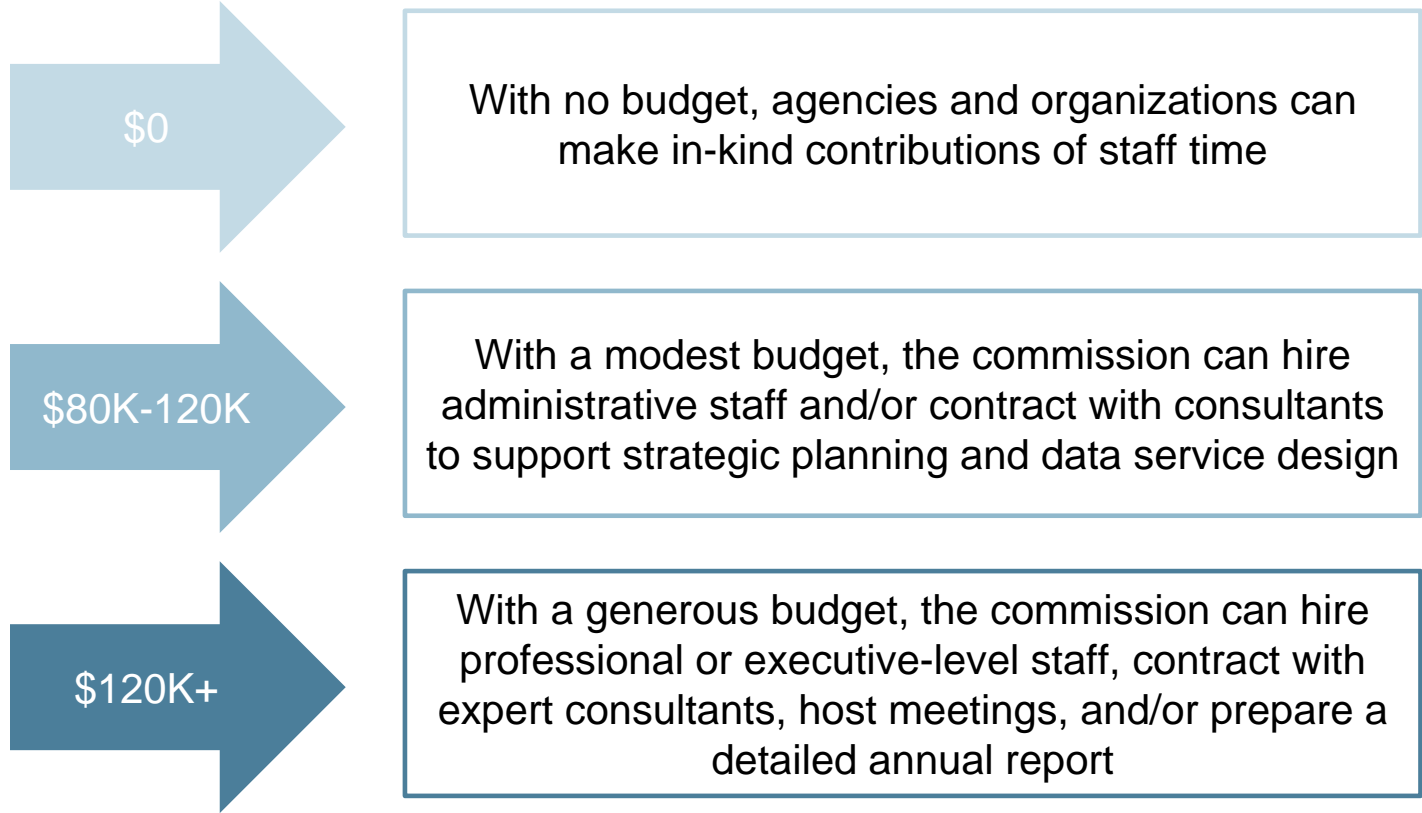
*This dual structure ensures that broad perspectives are included in deliberations while giving final decision-making power to those County leaders who will bear primary responsibility for implementation.*

\*These additional community members may include nonprofit organizations, community members or consumers with expertise, or other representatives that reflect the geography and population of the county



# Stakeholders agreed that the commission would have impact at any annual budget

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County leaders have identified several possible revenue sources beyond general fund spending

## Summary recommendation

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- By 2023, El Dorado County partners will consistently use an integrated, transparent, and data-driven system of services to ensure all young people have access to the social, emotional, educational, and/or health services they need.
- The first step to achieving this intended impact is to establish a countywide commission to lead cross-agency collaboration:
  - The commission will be housed in the County's Chief Administrative Office
  - The commission will have two layers of authority: voting members and advisory members
  - The commission will undertake work such as:
    - Developing a shared data system
    - Coordinating interagency MOUs
    - Leveraging countywide policies to strengthen coordination
    - Hiring and supervising staff members to execute on this work
    - Collecting, analyzing, and reporting data in an annual report
    - Convening quarterly meetings
- The annual budget for the commission will guide decision-making for its selected activities. The primary driver of cost is anticipated to be the hiring of dedicated staff.

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# April's meeting asked participants to reflect on pain points in the current system and begin thinking about solutions

Session	Activities
Journey map discussion	<ul style="list-style-type: none"><li>• Participants were presented with a composite student's journey through the County's existing services</li><li>• Participants identified pain points for the student, the agencies he interacts with, and the system as a whole</li></ul>
Gallery walk review of potential solutions	<ul style="list-style-type: none"><li>• Participants reviewed 13 potential solutions and rated them on a 2x2 of impact and feasibility</li><li>• The group discussed three potential solutions and came up with a wide range of feedback on their potential impact and feasibility</li></ul>
High-level planning	<ul style="list-style-type: none"><li>• Facilitators selected three potential solutions with broad consensus around their potential for high impact and high feasibility</li><li>• Participants self-selected into groups to begin doing high-level planning for one of the three potential ideas</li></ul>



# The journey map discussion helped identify both bright spots and challenges in the County's current system

## Bright spots

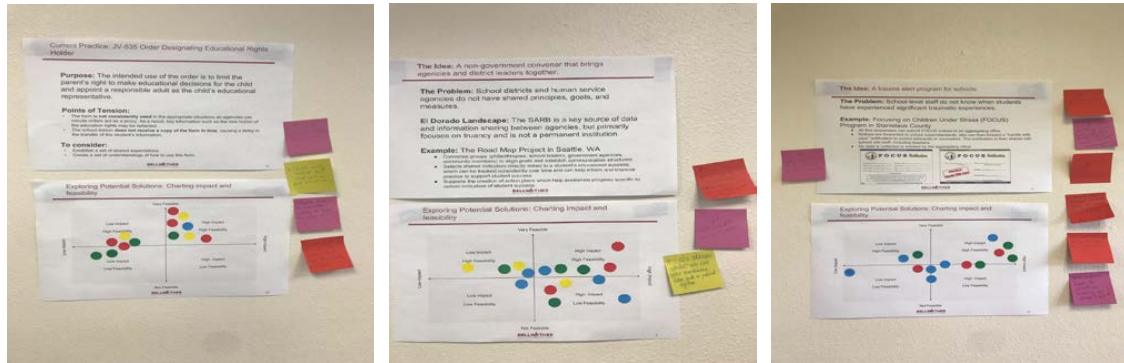
- A “triggering event,” such as a truancy or an arrest, **ensures that students get connected with services**
- Students can be referred to the **public health system** at any point, and this agency has access to a **broader set of data and information than other agencies**
- There is not a shortage of services in the County, and strong (though often informal) **relationships exist between staff members in different agencies**

## Areas of challenge

- “Triggering events” ensure students are connected with services, but there are **too many children whose situations never reach the threshold of needing formal intervention** —what is the County doing to support them?
- **Out-of-state placements are especially challenging**, in particular with the state of Nevada, which borders South Lake Tahoe
- Agency “success” is **too often defined by completing a checklist or moving through a process** rather than understanding whether a student has **been well served and all of his needs met**
- Students have **very little power over their own lives** and experience confusion, social disruption, few lasting relationships, additional demands from agencies and programs, and **lack of strong and lasting connections** with adults and peers

# The gallery walk discussion raised important questions about training, sustainability, and accountability

This whole-group discussion focused on three potential solutions (JV-535, a third-party convener, and a school-based trauma alert program) where participants had a wide variety of opinions



## This discussion raised some important questions...

- How much additional training would be required?
- Could the court and/or CPS facilitate a process to get necessary forms to schools in a timelier manner?
- How many kids does this solution actually impact?
- Is a solution like this sustainable over time?
- Who is ultimately accountable?
- Could a process like this collect robust data?
- Are schools prepared to deal with a student's trauma once alerted to it? What training might they need?



## ...which identified key components of future solutions



By the end of April's meeting, stakeholders had identified a set of principles to guide future planning

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Any solution must:

- ✓ **Serve all students** who would benefit but whose situations may **not rise to the threshold of needing formal intervention**
- ✓ **Lift burdens** from students and their families
- ✓ Clearly identify **who (or which organization) is ultimately accountable** for implementation success
- ✓ Include substantial **resources to train staff members** appropriately and provide the guidelines and structures to **systematize existing informal structures**
- ✓ Be able to **withstand personnel turnover and political change**

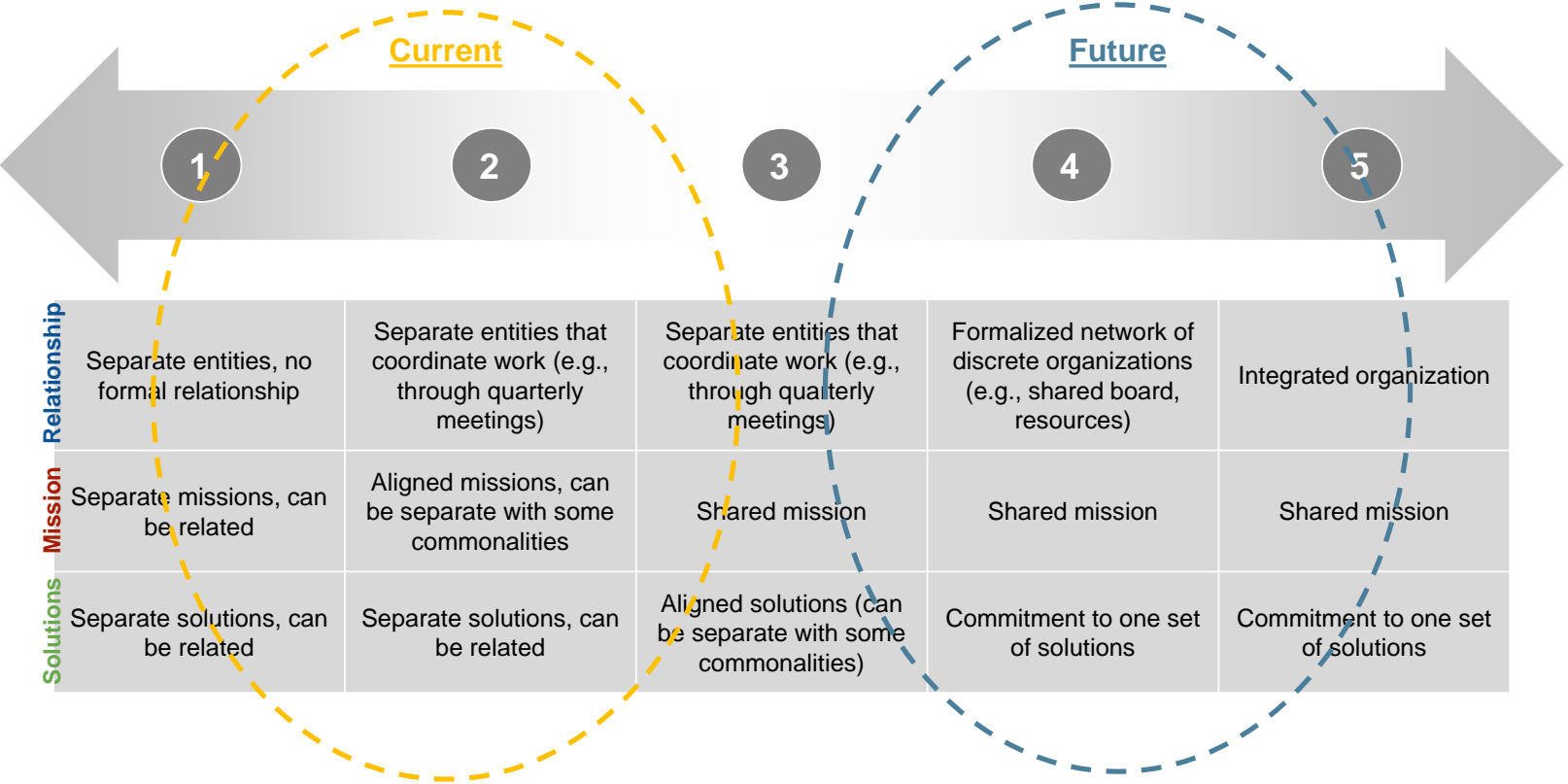
# October's meeting continued the discussion of the problem and began to move toward concrete solutions for the County

Session	Activities
<p>Problem statement, intended impact, and statement of purpose jigsaw</p>	<ul style="list-style-type: none"> <li>• Small groups reviewed, discussed, and revised draft text for the problem statement, intended impact statement, and statement of purpose</li> <li>• Individuals indicated their agreement with the direction of each statement using green, yellow, and red sticky dots</li> </ul>
<p>Collaboration spectrum</p>	<ul style="list-style-type: none"> <li>• To spur thinking about how county entities should work together, participants used Post-it Notes to map where they see the current level of collaboration in the county and where they would like it to be</li> </ul>
<p>Small-group solutions brainstorming</p>	<ul style="list-style-type: none"> <li>• Small groups identified three potential solutions and chose one to develop in greater detail</li> <li>• For their chosen solution, groups used a graphic organizer to outline how the solution addresses the problem statement, who will lead it, how it will be funded, and any potential barriers or risks it poses</li> </ul>

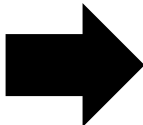




# Participants mapped where they see the current level of county collaboration, and where they think it should be



The majority of participants agreed that the current level of collaboration falls somewhere on the left of the spectrum...



...but that they **would like to move** further to the right of the spectrum, **toward more formalized collaboration**