



City of Palo Alto

City Council Staff Report

(ID # 5967)

Report Type: Consent Calendar

Meeting Date: 8/17/2015

Summary Title: Policy and Services Committee Recommendation regarding Project Safety Net

Title: Policy and Services Committee Recommendation to Council on Project Safety Net Community Collaborative Update and Recommendation for Next Steps

From: City Manager

Lead Department: Community Services

Recommendation

The Policy and Services Committee and staff recommend that the Council support the transition of the Project Safety Net Community Collaborative (PSN) to the Collective Impact model of collaboration to ensure the on-going success by supporting the following actions:

- Solicitation for a contracted PSN Executive Director
- Completion of a PSN Collective Impact roadmap for youth well-being and prevention of teen suicide
- Establishment of a PSN “Executive Board” made up of key institutional leaders
- Resourcing a team for data collection, capacity building and facilitation
- Elevating Youth Voice within the PSN Collaborative leadership

Background

As requested by the Policy and Services Committee in October 2014, staff worked with the PSN Leadership Team to review options for working models (i.e. structures) to sustain the Project Safety Net (PSN) Collaborative’s work going forward. With the assistance of a subcommittee of PSN leaders past and present, the Collective Impact approach was reviewed, presented and agreed to by the PSN Leadership Team, full Collaborative and executive leadership from the City and Palo Alto Unified School District (PAUSD). The PSN Leadership Team and staff recommendation was then discussed at the Policy and Services Committee meeting on June 9, 2015. Staff and several members of the Project Safety Net Leadership Team were in attendance including Kathleen Blanchard, Parent survivor of suicide, Brenda Carrillo, Palo Alto Unified School District, Pamela Garfield, Adolescent Counseling Services, and Dr. Shashank Joshi, Lucile Packard Children’s Hospital at Stanford, and expressed their support of the Collective Impact model. Several members of the Collaborative also attended to express their

support for the recommendation including Leif Erickson, Youth Community Services, Sue Eldridge, Community Volunteer, and Patricia Lau, Project Safety Net Consultant.

Discussion

The staff report to the Policy & Services Committee and minutes contains a full discussion on the background and recommendations presented, and are provided with this report (Attachment A: Staff Report 5796 and Minutes.)

The Policy & Services Committee Review & Recommendation included Council Member questions and comments centered on the following four areas:

Greater understanding of the Collective Impact Model:

Several questions centered on the difference between the structural model PSN is currently using and the Collective Impact Model of collaboration. It was explained that Collective Impact is a more rigorous form of collaboration whose difference is best illustrated when compared against the five conditions listed below that together lead to meaningful results:

1. Common Agenda: All participants share a vision for change that includes a common understanding of the problem and a joint approach to solving the problem through agreed upon actions.
2. Shared Measurement: All participating organizations agree on the ways success will be measured and reported, with a short list of common indicators identified and used for learning and improvement.
3. Mutually Reinforcing Activities: A diverse set of stakeholders, typically across sectors, coordinate a set of differentiated activities through a mutually reinforcing plan of action.
4. Continuous Communication: All players engage in frequent and structured open communication to build trust, assure mutual objectives, and create common motivation.
5. Backbone Support: An independent, funded staff dedicated to the initiative provides ongoing support by guiding the initiative's vision and strategy, supporting aligned activities, establishing shared measurement practices, building public will, advancing policy, and mobilizing resources.

While PSN's current structural model contains elements of the five conditions listed above the Collective Impact approach would provide greater focus and rigor in which the PSN Collaborative would operate. Specifically this means PSN will:

- a) Identify, collect and evaluate actionable data measurements to guide the effectiveness

- of the collaborative's efforts and;
- b) Align and mutually supportive activities across sectors based on an agency's strength and PSN's goals and;
- c) Resource an independent backbone agency, staffed by a director, whose full time job is to support and strengthen the PSN collaborative.

Backbone Support/Staffing:

The definition of "backbone" support is given under #5 above. There were several questions that centered on what "type" of backbone staff/PSN Leadership envisions, and the timing of such a transition. Staff responded that a decision regarding the type of backbone support that might be right for PSN is still under discussion and there are different opinions about this within the Collaborative and options to consider; for example whether to create a separate non-profit, or "nest" PSN within a partner agency or a non PSN related agency, or seek fiscal sponsorship with a suitable Foundation. Recent advice received from two experts in the field of Collective Impact recommended that it is best for PSN to have its fiscal and physical home in a neutral organization (not a PSN partner organization), that would provide office and organizational infrastructure. Staff reported that one of the key roles of the transitional PSN director in the next year, along with the direction of the new Executive Board (yet to be formed), and PSN Leadership, will be to thoroughly review and provide a recommendation on a backbone structure for PSN going forward.

Track Watch:

Chair Burt asked whether the management of the Track Watch program had been transferred to Public Safety and staff responded that this happened on May 1, 2015. Chair Burt reported that he feels that it's "confusing" that the Track Watch expenses are a part of the PSN budget as it is primarily a public safety function and that with the large increase in Track Watch coverage starting in Fall 2014, it is the largest PSN expenditure. He stated that these expenses should be in the Public Safety budget. Staff shared that track security has been part of the PSN plan from the beginning, defined as a best practice of "means restriction to lethal harm," a key PSN goal.

Funding:

Several Council Members expressed concern regarding the balance of PSN's allocation from the Health and Safety Funds (listed above) and the ability to sustain the efforts of the enhanced PSN Collaborative under the Collective Impact approach. In addition to the funds supporting Track Security staff are in the process of working with Caltrain on several additional initiatives to enhance public safety at along the rail corridor, which include a proposal to install an Intrusion Detection System (IDS) with an estimated cost of \$172,000, and adding enhanced fencing with associated vegetation removal at an estimated cost of \$276,000. Given the considerable costs to support the Project Safety Net effort and associated public safety improvements it is imperative that a more sustainable funding model be developed.

At the end of FY 2016, there will be a projected balance of approximately \$764,000 left in the

PSN account. If the above referenced initiatives are approved, the remaining balance is projected to be \$316,000. Staff reported that they share this concern, and that the City's contribution to the PSN Collaborative needs to be seen more as "seed money" and that additional resources will be necessary to achieve a sustainable model that includes funding from Collaborative partners as well as considerable fundraising efforts. This is a key area that needs to be analyzed by the partner agencies going forward. Staff was encouraged to also look beyond non-profit partners and look to non-traditional partners to solicit support for PSN's efforts.

Data and Measurement

As data collection and analysis is a cornerstone to Collective Impact success, staff was asked whether there was sufficient and dedicated funding in the budget to support this needed component. Staff responded that at present there was not money set aside for resourcing a data team, but City Manager Keene responded that he did not feel it would be a problem to find funding to support such an effort, and he will work with staff in seeking such necessary support.

After a time of discussion and questions, Council Member DuBois moved, seconded by Council Member Wolbach that the Policy & Services Committee recommends the City Council support the transition of PSN to the Collective Impact Model (CI) of collaboration to ensure the on-going success of the Project Safety Net collaborative by supporting the following actions:

- Solicit for contract services to act as an interim PSN Director
- Complete PSN Collective Impact roadmap for youth well-being and prevention of teen suicide
- Establish a PSN "Executive Board" made up of key institutional leaders
- Resource a team for data collection, capacity building and facilitation
- Elevate Youth Voice within the PSN Collaborative leadership

The motions passed 4-0, for a full account of the discussion, please see Attachment B: Policy & Services Committee Meeting Minutes June 9, 2015.

After the Policy and Services Committee meeting on June 9, 2015, the Proposed Budget for Fiscal Year 2016 for Project Safety Net (see Resource Impact below) was passed on June 15, 2015. The PSN budget includes contract funding for Program Management Services which includes the services of a contracted Executive Director and other needed professional services that may include data collection and analysis, communications and outreach and fund development. Staff is currently in the process of drafting and issuing a Request for Proposal (RFP) for such services and will return to Council for approval of a contract for a PSN Executive Director to shepherd the PSN collaborative transition to the Collective Impact structure.

Resource Impact

The approved Fiscal Year 2016 PSN budget is \$567,567. Expenditures are broken down in the table below:

Item	FY 2016 Dollar Amount
Temporary Salaries: Hourly Administrative Assistant (filled)	\$ 25,883
Contract: Track Security	\$ 315,000
Program Management Services	\$ 198,458
Misc. Contract Expenses	\$ 25,000
Supplies:	\$ 3,000
Printing & Mailing:	\$ 226
TOTAL	\$ 567,567

At the end of FY 16, staff is projecting an available fund balance of \$764,000. This amount, however, does not include any additional enhancements required to successfully implement the Collective Impact model for Project Safety Net or any supplementary mitigation efforts like the Intrusion Detection System and railway fencing previously mentioned. As a result, staff will be working with our institutional and community partners to develop a more sustainable funding strategy and will present this information the City Council before or during the FY 17 budget process.

Attachments:

- Attachment A - Staff Report# 5796 Project Safety Net (PDF)



City of Palo Alto

Policy and Services Committee Staff Report

(ID # 5796)

Report Type: Agenda Items

Meeting Date: 6/9/2015

Summary Title: Project Safety Net Update

Title: Project Safety Net Community Collaborative Update and Recommendation for Next Steps

From: City Manager

Lead Department: Community Services

Recommendation

The Project Safety Net (PSN) Leadership Committee and staff recommend that the Policy and Services Committee recommend to the City Council that the City support the transition to the Collective Impact model (CI) of collaboration to ensure the on-going success of the Project Safety Net Collaborative by supporting the following actions (defined in greater detail in the Discussion section of the staff report):

- Solicit for contract services to act as an interim PSN Director
- Complete PSN Collective Impact roadmap for youth well-being and prevention of teen suicide
- Establish a PSN “Executive Board” made up of key institutional leaders
- Resource a team for data collection, capacity building and facilitation
- Elevate Youth Voice within the PSN Collaborative leadership

Executive Summary

As requested by the Policy and Services Committee in October 2014, staff was instructed to work with the PSN Leadership team to review options for working models (i.e. structures) to sustain the PSN Collaborative’s work going forward. With the assistance of a subcommittee of PSN leaders past and present, the Collective Impact approach was reviewed, presented and adopted by the PSN Leadership team, full Collaborative and executive leadership from the City and Palo Alto Unified School District (PAUSD). The Collective Impact approach is a form of collaboration among organizations that clearly defines a workable framework for communities to align organizations from different sectors to agree to solve a complex social problem using a common agenda, aligning their efforts, and using common measures of success. Two national experts in Collective Impact were hired and worked with key stakeholders on exploring and analyzing PSN’s efforts so far. Based on their evaluation of the work and reach of PSN to date,

these advisors made recommendations on what the PSN Collaborative should focus its near-term effort.

Background

On October 21, 2014, staff presented to the Policy and Services Committee an update on the Project Safety Net Collaborative, including staffing, program accomplishments, Strategic Plan and plans for the future. (Attachment A – Staff Report. Attachment B – Minutes- Policy & Services Committee – 10-21-14.)

At the October 21, 2014 meeting staff explained that in the past two years PSN has had two directors and neither remained in the position for long; due in part to the fact that the position was provisional and offered no benefits, yet required a high level of work requiring specialized expertise. Because the experience to hire and retain a suitably qualified PSN Director had been difficult, staff recommended that it not attempt to rehire at that time. Staff reported that the PSN Leadership Team was exploring the idea of recommending to Council that the bulk of PSN's remaining funding be used to provide grants to agencies and individuals in the community working on suicide prevention and youth well-being efforts as laid out in its 2013 Strategic Plan (Attachment C – PSN Strategic Plan). The Policy and Services Committee was not supportive of this approach. The Committee expressed real value in the coming together of the different partners in the Collaborative and requested that staff review options for working models (i.e. structures) to sustain the PSN Collaborative's work going forward and report back to them.

Subcommittee on PSN Structure:

The PSN Leadership Team convened a subcommittee on structure of current and former members of the Collaborative and Leadership Team to review alternative working models in light of their collective history with the PSN Collaborative and their experiences with other organizations, collaboratives and models. Members of both groups are listed below.

PSN Leadership Team:

- Kathleen Blanchard- Parent Survivor
- Brenda Carillo – PAUSD
- Jaymie Byron – Kara
- Rob de Geus – City of Palo Alto
- Pamela Garfield – Adolescent Counseling Services
- Dr. Shashank Joshi- Lucile Packard Children's Hospital at Stanford
- Lan Nguyen –Santa Clara County Behavioral Health Services
- Soula Nicolakopoulos – PAUSD
- Susan Usman – PTA Council President
- Minka van der Zwaag – City of Palo Alto

Subcommittee Members:

- Sally Bemus- Click PA
- Rob de Geus-City of Palo Alto

- Leif Erikson – Youth Community Services
- Linda Lenoir –PAUSD
- Susan Usman, PTA Council President,
- Becky Beacom- Palo Alto Medical Foundation,
- Terry Godfrey – Developmental Assets Initiative
- Dawn Billman- Leadership Palo Alto,
- Minka van der Zwaag – City of Palo Alto

The subcommittee on structure met in early 2015 with the purpose of reviewing several models of structure and leadership for the PSN Collaborative. In order to make an informed recommendation, the subcommittee first reviewed the history of the PSN collaborative which can be view in Attachment D in summary form.

After much discussion and reflection of PSN’s efforts the subcommittee on structure came to the following key conclusions:

1. The current structure is inadequate to sufficiently hold the Collaborative together and make progress on its desired outcomes.
2. A PSN director with experience in collaborative facilitation is more likely to move the Collaborative forward than a director with clinical experience.
3. The Collaborative functions best when mechanisms exist for engagement and accountability (e.g. MOUs, financial commitment).
4. Relationships among PSN partners within the Collaborative are paramount to its success.
5. Earlier efforts on well-structured, frequent (monthly) meetings were effective at encouraging engagement, solidifying relationships and inviting new partners into the work.
6. There exists a perception in the community that PSN is a well-resourced organization that should “do something.” In reality the PSN Collaborative is a collaborative of partners and individuals working toward common goals.
7. The PSN Collaborative requires a backbone structure (see #5 below) to ensure progress.
8. Embedding the PSN Director in the City discourages financial donations as the \$2M is perceived as adequate funding and some donors express skepticism that money donated via the City will be effectively used for PSN.
9. The City’s unwavering leadership has occasionally resulted in other organizations disengaging. The perception seems to be that the workload is being handled by the City and therefore further engagement is not essential.
10. Embedding the PSN Director at PAUSD may limit its scope (i.e. be less effective for our youth who don’t attend PAUSD schools.)

The subcommittee considered possible solutions to the above realities by looking at a variety of community collaborative models used around the country as communities work together to address complex social issues from drug and alcohol issues, youth wellness, suicide prevention,

among many others. In so doing they discovered the most current and highly regarded community collaborative model called “Collective Impact”.

The Collective Impact model clearly defines a workable framework for communities to align organizations from different sectors to agree to solve a complex social problem using a common agenda, aligning their efforts, and using common measures of success. The concept of Collective Impact was first articulated in the 2011 Stanford Social Innovation Review article *Collective Impact*, written by John Kania, Managing Director at FSG, and Mark Kramer, Kennedy School at Harvard and Co-founder FSG (Attachment E – SSI Article on Collective Impact)

The Collective Impact approach is premised on the belief that no single policy, government department, organization or program can tackle or solve the increasingly complex social problems we face as a society. The approach calls for multiple organizations or entities from different sectors to abandon their own agenda in favor of a common agenda, shared measurement and alignment of effort. Unlike collaboration or partnership, Collective Impact initiatives have a centralized infrastructure – known as a backbone organization – with dedicated staff whose role is to help participating organizations shift from acting alone to acting in concert.

Collective Impact is a more rigorous and specific form of collaboration among organizations than what the PSN Collaborative is currently engaged in. Collective Impact is an approach that is being implemented internationally and is generating an ever expanding knowledge base about how to tackle complex community problems and measure impact and change. There are five conditions that, together, lead to meaningful results from a Collective Impact approach:

1. Common Agenda: All participants share a vision for change that includes a common understanding of the problem and a joint approach to solving the problem through agreed-upon actions.
2. Shared Measurement: All participating organizations agree on the ways success will be measured and reported, with a short list of common indicators identified and used for learning and improvement.
3. Mutually Reinforcing Activities: A diverse set of stakeholders, typically across sectors, coordinate a set of differentiated activities through a mutually reinforcing plan of action.
4. Continuous Communication: All players engage in frequent and structured open communication to build trust, assure mutual objectives, and create common motivation.
5. Backbone Support: An independent, funded staff dedicated to the initiative provides ongoing support by guiding the initiative’s vision and strategy, supporting aligned activities, establishing shared measurement practices, building public will, advancing policy, and mobilizing resources. In a Collective Impact Model the backbone organizations engage in six important activities:
 - Guide vision and strategy
 - Support aligned activities

- Establish shared measurement
- Build public will
- Advance policy
- Mobilize funding

The Collective Impact model aligns very well with the PSN Collaborative's work and would enable the Collaborative to draw on the state of the art understanding of how to design, implement and manage community-wide efforts to effect change.

Moreover, PAUSD School Board member Terry Godfrey and Executive Director of Youth Community Services Leif Erickson both have ongoing experience with this model through their non-profit work. For example the YESS Coalition (Youth Empowerment Strategies for Success) in the East Palo Alto/Menlo Park communities uses the Collective Impact model to coordinate youth development work (birth to 24-year-old young adults) with over 45 agency partners. Their mission reads: "YESS is a network of organizations and institutions dedicated to ensuring that children, youth and young adults, ages 0 -24, from East Palo Alto and eastern Menlo Park, are able to achieve their full potential through education, employment, and a healthy community."

The partners in the YESS Coalition include the Ravenswood K-8 school district, Sequoia High School District, City of East Palo Alto, San Mateo County Supervisor Warren Slocum, Stanford University's John Gardner Center, as well as some forty other community-based non-profit agencies. A steering committee leads the coalition that includes representatives from the school districts and City of East Palo Alto, and several non-profit agencies elected by the members (including Youth Community Service). Member agencies pay annual dues on a sliding scale basis; the public agencies each pay a larger annual fee. Membership requires an MOU agreement and participation in a rigorous system for data collection to track aggregate outcomes

The subcommittee agreed that a director (working within a Collective Impact model) is necessary to facilitate the work including planning meetings and agendas, ensuring engagement and accountability, gathering and reporting best practices, data and metrics, designing and implementing a communications plan, creating an interface and serving as a spokesperson for the PSN Collaborative's work. The PSN subcommittee considered whether this role should be embedded in the City, PAUSD or other partner agency but determined that a separate organization from the City and PAUSD would provide more focus, flexibility and ability to attract resources necessary for success.

The subcommittee presented their recommendation to the PSN Leadership Team which was discussed at their February and March meetings. After discussing the recommendation the PSN Leadership Team unanimously supported the Collective Impact model and were very encouraged and hopeful for how this re-framing could improve the community collaborative efforts for youth well-being and suicide prevention.

As the co-leads of the collaborative, City staff (Minka van der Zwaag) and PAUSD staff (Brenda Carrillo) brought the Collective Impact model to City Manager Jim Keene and PAUSD superintendent Dr. Max McGee giving them an overview and they both appreciated the thoughtful recommendation and supported this model as a framework for PSN moving forward.

As the final step to inviting support for the Collective Impact model as the path forward for PSN, the Collective Impact model was presented to the PSN Collaborative partners at their April 2015 meeting. Once again, the PSN Leadership Team received very positive feedback and broad support to adopt this framework and move without delay towards next steps to initiate and implement.

Discussion

With wide-ranging support for Collective Impact, the City and PAUSD brought in two national experts who use this model, to lead a workshop to begin developing a Collective Impact “roadmap” for PSN. This workshop occurred on May 7, 2015. The national experts were:

- Dr. Jim Connell, president and cofounder of the Institute for Research and Reform in Education. He focuses his research on youth development in urban settings, and using a collective impact approach to planning and evaluation of systems change.
- Dalene Dutton, the *Executive Director of Five Town Communities That Care*, a prevention coalition in Maine that uses a collective impact approach to work on promoting healthy youth development and preventing problem adolescent behaviors including suicide. Her community experienced a suicide cluster in 2001 and 2003.

Over 30 key PSN stakeholders gathered to examine how Project Safety Net could begin to use data, a key condition to Collective Impact success, to drive its efforts forward.

The meeting focused on how PSN could begin to answer the question, *How will we know if the work we've been doing is making a difference* and begin to align our efforts to address “shared measurement?” The three focal areas of the meeting were:

- Introduction to a data framework — outcomes that can be used to measure ongoing progress
- Mapping PSN Activities to a data framework
- Gap Analysis—are there activities or gaps that need to be addressed?

In addition to the workshop with key stakeholders, Dr. Connell & Ms. Dutton met in additional gatherings with some PSN Leadership Team and subcommittee on structure members, HEARD Alliance (Health Care Alliance for Responses to Adolescent Depression), and City Manager Jim Keene. Based on their evaluation of the work and reach of PSN to date, the national advisors recommended that the PSN Collaborative focus its near term efforts on the following:

Project Safety Net Structure

- *Institutional Leadership:*

There needs to be an Executive Board of key institutional leaders established that functions at the highest level to hire an Executive Director (see below), shape Project Safety Net's strategic focus, review evidence of impact and marshal ongoing funding and institutional resources. Members should include the City Manager, School Superintendent, and other high level leaders from key institutions.

- *PSN Organizational Structure:*

PSN needs to have its fiscal and physical home in a neutral organization (not a PSN partner organization) that provides office and organizational infrastructure. An ideal sponsor might be a local foundation.

- *PSN Staffing:*

PSN needs to hire a high-level PSN Executive Director to manage the work forward, alongside a resource team of local and national expertise, as needed. The Director should be a skilled community mobilizer, able to support a diverse coalition that proactively uses data to promote healthy youth development and ensure high quality implementation of effective programs, policies and practices.

Project Safety Net Functions

Project Safety Net can buttress its work by adopting the 5 Collective Impact criteria for success. The central purpose of PSN will be to strengthen the impact of the community's aligned efforts to ensure youth well-being and prevent teen suicide.

There should be four main functions for the PSN Collaborative:

- 1) *Provide actionable data about youth well-being and suicide prevention indicators:*

PSN should provide the collaborative, its members and the community with timely credible and actionable data annually on the state of youth's safety (risk behaviors and precursors) and their overall developmental assets. Data should address: a) youth's capacity to be connected, to navigate and to be productive in meaningful ways in all sectors of their lives; and b) the implementation and impact of the collaborative's collective and individual efforts to improve these youth outcomes. PSN should also build its own and its partners capacity to use data to guide, monitor and strengthen specific programs and more comprehensive efforts to improve youth outcomes.

- 2) *Strengthen or create connections between providers of services and supports for at-risk youth and families:*

PSN should identify, convey and help implement strategies for the providers within and across sectors of youth's lives to share information, strategies and accountability for strengthening youth well-being and prevention of suicide. In the intervention arena young people and families need support to effectively access resources across systems and transition between systems.

3) *Expand the reach of the Project Safety Net Collaborative:*

PSN should identify, convey and help implement strategies to ensure the highest priority strategies within each sector reach all of those who can benefit; specifically, those who have been hardest to reach up to this point.

4) *Increase youth voice and leadership:*

PSN should gather, vet, share and help implement strategies to infuse coalition partners' and PSN's work with youth's perspectives, including building capacity for youth to articulate their needs, evaluate responses to those needs and lead in identifying where gaps in supports exist and vet strategies to address these gaps.

Key City and PAUSD staff and the PSN Leadership Team have reviewed the above recommendations and are in agreement that Dr. Connell and Ms. Dutton have provided sound advice for advancing the work of PSN. While much planning is needed to flesh out the PSN Collective Impact roadmap, staff and the PSN Leadership Team are positioned to move on several fronts in FY16 as defined in the next steps below:

- *Contract for an interim PSN Director* - Initiate a Request for Proposal (RFP) process to hire a transitional leader to guide the Collaborative through the next steps listed below. The City would fully fund this transitional leader through the proposed FY16 PSN funding. Staff will initiate a RFP process in early FY16. Future City funding of the ongoing PSN Executive Director (as described in the proposed PSN staffing structure as described on pg. 7) is yet to be determined, but could include annual seed funding from the Health & Safety funding set aside for PSN.
- *Complete PSN Collective Impact roadmap for youth well-being and prevention of teen suicide* - Building off the advice given by the national experts and the initial analysis already completed by the Collaborative in mapping activities to desired outcomes, data already being tracked and a gap analysis, the Collaborative will complete a full Collective Impact roadmap for PSN that is plausible, testable, and doable and which will include effective data tracking across sectors to gauge for meaningful impact and results and mutually reinforcing activities that are outcome driven with a special emphasis on reaching "at risk" youth.
- *Establish "Executive Board" - City Manager and Superintendent* – At present, the City and PAUSD are the two lead entities in the PSN Collaborative, with a representative from each serving as PSN co-leads, and provide leadership and direction for the Collaborative along with the Leadership Team. In addition, the city has served as the convener and key administrative support of PSN since its inception. In the Collective Impact vision for PSN, the national advisors recommended a structure in which there is an "executive board" of key institutional leaders who hire an Executive Director, shape Project Safety Net's strategic focus, review evidence of impact and marshal ongoing funding and institutional resources.

A key next step is that in FY 16, City Manager Jim Keene and PAUSD Superintendent Dr. Max McGee will convene and serve on such a board.

- *Resource a team for data collection, capacity building and facilitation*– Key to instituting a Collective Impact approach and for PSN to achieve meaningful outcomes is the recruitment and resourcing of three vital functions/committees; data collection, capacity building and facilitation. As mentioned earlier, shared data collection across sectors is a cornerstone to what makes Collective Impact different than just collaboration. A group of individuals knowledgeable in creating and analyzing effective data tools and indicators will be recruited. PSN needs to establish a team to lay the framework for effective capacity building (people, knowledge, structure, funding, etc.) under a Collective Impact approach. Lastly, facilitation is a core Collective Impact expertise because of the large numbers of stakeholders involved, the challenge of hearing and synthesizing a diverse range of perspectives on youth well-being and suicide prevention, the complex group dynamics and the logistics of coordinating people in different organizations to agree on and execute joint ways forward is vital to PSN’s success. A person or team of individuals with good facilitation skills to lead Collaborative meetings (could be PSN director) and committees needs to be recruited.
- *Elevate Youth Voice* – PSN partners know that authentic youth voice is paramount to developing and implementing successful strategies involving youth. In the past PSN, has had occasional youth involvement at both Collaborative meetings, subcommittees, Leadership Team, and at Youth Forums, but these have not lead to effective youth voice in PSN programming and decision making. The PSN Leadership Team feels that establishing an ongoing avenue for authentic youth voice would be an attainable FY16 goal. Strong efforts would be made to ensure that the “voices” to be heard would reflect a diverse array of youth.

It is believed that the five steps listed above will set the PSN Collaborative on the right path to not only Collective Impact success, but to making a positive and measurable difference in the lives of Palo Alto youth.

Resource Impact

The total proposed total FY16 PSN budget is \$487,567. Expenditures break out as follows:

Temporary Salaries: Hourly Administrative Assistant (filled)	\$ 25,883
Contract: Track Security	\$ 315,000
Program Director	\$ 118,458
Misc. Contract Expenses	\$ 25,000
Supplies:	\$ 3,000
Printing & Mailing:	\$ 226

Attachments:

- Attachment A-Policy & Service Report 10-21-14 (PDF)
- Attachment B - 10-21-14 Final PS Minutes (PDF)
- ATTACHMENT C -PSNStrategicPlan2013visual (PDF)
- Attachement D - PSN HistoryofCollaborative(DOCX)
- ATTACHMENT E - COLLECTIVE IMPACT (PDF)



City of Palo Alto

(ID # 5179)

Policy and Services Committee Staff Report

Report Type: Agenda Items

Meeting Date: 10/21/2014

Summary Title: Health and Safety Funds (Stanford Development Agreement) related to Youth Well-being and Project Saf

Title: Health and Safety Funds (Stanford Development Agreement) Related to Youth Well-being and Project Safety Net

From: City Manager

Lead Department: Community Services

Executive Summary

This report provides the Policy and Services committee an update on the Project Safety Net Program, including staffing, program accomplishments, the Strategic Plan and plans for the future of the collaborative.

Background

The Project Safety Net (PSN) community collaborative formed during the summer of 2009 in response to the tragic teen suicides our community experienced. The collaborative continues today, broadly represented with parents, medical and mental health professionals, Palo Alto Unified School District, youth-serving non-profit agencies, City commission representatives, Palo Alto Youth Council and many others.

The Palo Alto community has a long history of community collaboration in support of youth and teens. Before PSN, there was a Youth Collaborative community committee, Palo Alto Drug and Alcohol collaborative committee, and SHARE community collaborative committee. The current PSN community collaborative builds on the commitment and tradition of the community's interest in working together for youth well-being.

The PSN community collaborative has evolved over the past four years and is now guided by its most recent comprehensive strategic planning effort that defines the collaborative values and guiding principles, problem statement, strategies and anticipated changes (Attachment A – PSN Strategic Plan). The PSN strategic plan represents the current collective thinking of local and national experts, Palo Alto's community leaders, parents and students on what PSN should focus on and apply resources to. There remains a strong desire and commitment in the community to harness, maximize and coordinate the tremendous resources in Palo Alto for the

planning and implementation of effective strategies for suicide prevention and youth well-being and the PSN Strategic Plan serves as the guiding plan for where we hope to have an impact.

PSN is only as effective as its partners, as the partners are the people working to accomplish PSN's goals in collaboration with one another. Below is a sampling of projects, events and activities over the past four years that further the work of Project Safety Net:

- Palo Alto Unified School District (PAUSD) remains committed to developing assets in children in youth in PAUSD. They maintain a contract with Project Cornerstone to serve all school sites with parent education, teacher outreach and student training. PAUSD has brought in national speakers on Developmental Assets, to train administrators, teachers, classified staff, counselors and school psychologists. Further, the district has embedded developmental assets work into their strategic plan, student surveys, and outcome measures. Before PSN, schools within PAUSD were utilizing different programs to address character development and anti-bullying. Now PAUSD and all major youth serving agencies in Palo Alto are using the Development Assets approach which includes a district-wide survey to measure student's internal and external strengths over time. The first survey was given district-wide in 2010 and a follow up survey will be completed in 2015.
- PAUSD has incorporated a strong social-emotional, mental health component to the Living Skills curriculum, a course required for all students in PAUSD schools. Living Skills classes address risk and resiliency matters and offer critical information to students on how to access assistance and support. Professional mental health services are also available to all students at the school site, via services provided by contracted mental health organizations. These mental health services are offered at no cost to students and families. PAUSD has also completed a Suicide Prevention Toolkit available to staff and is reviewing opportunities to offer mental health training to teachers.
- PAUSD has also been bringing information about PSN and the Developmental Assets to parents of English Language Learners (ELL) in the district. There are 17 English Language Acquisition Committee (ELAC) meetings in the district. All sites with 20 or more ELL students must have an ELAC committee. Palo Alto High School and Greendell do not have 20 or more students and do not have this committee. Last year Minka van der Zwaag, City of Palo Alto, presented Developmental Assets to the District ELAC meeting (DELAC). The DELAC agreed that we could have Developmental Assets on ELAC agendas for 14-15. The DELAC is the governing board for ELL students and meetings. The ELAC groups at each site will hear about developmental assets in the spring ELAC meeting. The fall and winter meetings have other topics mandated by the state and other topics approved by the DELAC, for example Title 3 spending. Each ELAC varies

from attendance of 15-40 people per site. So the range is between 255 and 680 of families targeted. The materials used are from Project Cornerstone.

- The Developmental Assets (DA) Initiative was started as one of PSN's key community initiatives in 2010 and since that time has made many strides in the community for youth well-being (see Attachment C – PSN Stories for more details.)
- Youth Speaks Out – Annually for the past three years this collaborative project led by Carolyn Digovich asks students to ponder their identity and share what they discover through art. The 2014 Youth Speaks out project had 200 high school students participate that culminated in an exceptional art exhibit at the Palo Alto Art Center in March.
- City of Palo Alto – Adopted Suicide Prevention Policy December 13, 2010 (CMR# 456.10)
- PAUSD – Adopted Suicide Prevention Policy
- Youth Forums – Brought teen and adults together to discuss most pressing concerns facing teens and then a working together to address those concerns
- City of Palo Alto –Passed Resolution to adopt the 41 Developmental Assets December 13, 2010 (CMR# 456.10). Most Community Services Department Staff have been trained in the Developmental assets; all Recreation Staff and all season summer camp and aquatic staff are trained.
- PAUSD – Passed Resolution to adopt the 41 Developmental Assets
- Track Watch – In an effort to reduce access to lethal means of harm, a security guard provides a presence at the Charleston and East Meadow crossings during evening hours. Cal Train has added suicide crisis hotline signage and cut down shrubbery to increase visibility along the train corridor.
- PTA Education – PTA Council was instrumental in getting the Developmental Asset survey done in 2010. PTA Council hosted Developmental Asset classes and QPR training (suicide prevention training) and continues to sponsor and work on student mental health parent education events.
- Sources of Strength - A strength-based comprehensive wellness program that focuses on suicide prevention but impacts other issues such as substance abuse and violence. The program is based at Gunn High School and uses teams of peer leaders mentored by adult advisors to change peer social norms about help seeking and encourages students to individually assess and develop strengths in their life.
- Gatekeeper Training (QPR) – At present, over 700 individuals have been trained in QPR. This does not include all the youth trained as part of their Living skills class at PAUSD.
- Teen Art Council – The Children's Theater Teen Arts Council was created in response to the teen suicides experienced in 2009-2010 by Children's Theater Manager Judge Luckey. The Children's Theater continues to empower elevate students voices and self-expression through this active teen leadership group.
- PAMF Education – Education Manager Becky Beacom regularly invites leaders in youth serving agencies, parents and PAUSD personnel to participate in webinars

provided by Empathos who are empowering suicide prevention through education.

- HEARD Alliance – HEARD stands for Health Care Alliance for Response to Adolescent Depression (HEARD) continues to increase collaboration among primary care, mental health and educational professionals, to enhance the community’s ability to respond to adolescent depression.
- My Story – Students who have had depression and found their way back to hope and strength share their journey with fellow students in a safe setting with mental health professionals present to support any issues that come up during the story telling process.
- Funded community leaders to attend training on the power of Positive Community Norms (for more information see www.mostofus.org)
- Click PA - founded in 2013 by four high school students and caring adults is the one-stop website for exciting events, opportunities and other activities tailored to local teen teens in Palo Alto.
- Provided financial support to numerous events and workshops whose topics furthered the goals of our strategic plan put on by PSN collaborative partners.

There are many more stories that could be shared about PSN partner agencies, parent led initiatives, and collaborative projects that support youth well-being and/or suicide prevention. Some of these activities may have taken place absent the Project Safety Net collaborative but most are directly or indirectly a result of the PSN collaborative. What we know for certain is the Palo Alto community has a deep desire to support youth and teens in a community collaborative approach. As a community we are fortunate to have the ongoing and steadfast commitment of the parent community, youth serving non-profit agencies, City government and School District all striving to create a safe and positive environment for youth and teens. The PSN collaborative brings people and ideas together for youth well-being. When together we learn from one another, we avoid duplicating services; we challenge one another to do more and to be better. As a result we are more informed and aligned as a community in our collective efforts for youth well-being as opposed to each agency, non-profit partner or individuals acting independently. The PSN collaborative aims to create a space where individuals and non-profit agencies that want to support suicide prevention and youth well-being efforts can seek resources, advice, support, and collaborate to make a difference.

Discussion

Since 2010, the PSN collaborative has had a number of different committee structures and leadership committees all with a desire to make a positive difference for suicide prevention and youth well-being. The City of Palo Alto has continued to be the lead convening partner and has invested in hiring a PSN Director using the Stanford University Medical Center Development Agreement Funds. In the past two years we have had two PSN directors and neither remained in the position for long; due in part to the fact that the position is provisional and offers no benefits, yet requires a high level of work requiring specialized expertise. Because the experience to hire and retain a

suitably qualified PSN Director has been difficult for the reasons stated, staff recommends we do not attempt to rehire at this time. To attract and retain a highly qualified professional to lead the PSN collaborative in its current structure, experience has demonstrated we would require a fully benefitted position. Approximately seven years ago the City had a fulltime At Risk Youth benefitted manager position that might have been an appropriate position to serve as the PSN Director, but that position was removed from the budget. Hiring an hourly administrative support staff remains feasible, but the lead facilitator role, albeit in a more limited capacity with respect to time, is recommended to be overseen by existing City and PAUSD staff.

For the past year PSN has worked to implement the new Strategic Plan with a revised collaborative structure. The PSN Strategic Plans values and guiding principles, problem statement, strategies and anticipated changes are broadly supported by the Leadership Team and PSN partners.

In regards to the three PSN working committees; Community Engagement, Committee Education & Outreach and Mental Health Services Committees, they require members of the community and or partner's agencies to share the leadership role in order to be effective. Currently the Community Engagement Committee is led by Rob de Geus, city staff, and Becky Beacom of the Palo Alto Medical Foundation. The committee meets regularly and is actively working on infusing the Developmental Assets framework in Palo Alto culture and policies and creates experiences across our community that foster meaningful connections among youth and adults. The Education & Outreach Committee is currently in need of new leadership but has in the past year focused on QPR training which stands for Question, Persuade and Refer, and has trained hundreds of new gatekeepers in the community. The Mental Health Services Committees is led by Dr. Shashank Joshi of Lucile Packard Children's Hospital Stanford, this committee is in process of merging with the existing Health Care Alliance for Response to Adolescent Depression (HEARD) doing important work to create greater access to mental health services.

With these observations and challenges in mind, the Leadership Team feels that PSN is at a crossroads. They have met on numerous occasions since the departure of the last Program Director. Based on those conversations two key questions have emerged:

1. How can we have the work of PSN be embedded in the community and "live" within the community?
2. How do we bring PSN efforts into the schools where the youth are and where their parents are already engaged? We have pushed from "outward" and from "inward" but for the greatest impact, the work of suicide prevention and youth well-being needs to be rooted in schools, especially on the secondary education level.

To that end and consistent with the PSN Strategic Plan, the Leadership Team is currently exploring the idea of recommending to Council that the bulk of PSN's remaining funding be used to provide grants to agencies and individuals in the community working on suicide prevention and youth well-being efforts as laid out in the Strategic Plan.

In light of the departure of PSN's Program Director, there was a meeting of entire collaborative on October 9, 2014 in which the Leadership Team led a thoughtful reflection on PSN's past work and visioning for the future. Stories were shared about the impact that the PSN collaborative has had in the community. There was an overwhelming interest in continuing to meet and work together on suicide prevention and youth well-being. The concept of granting out PSN funds was introduced and there was a robust initial conversation on the matter. There was agreement in the group that any granting of the funds needed to be systematic, organized, and impactful with measurable outcomes. Such a process was already envisioned as part of the recent Strategic Planning Process (Attachment B- pg. 7-8 – Strategic Plan Report).

To the question of continued relevancy for the work of PSN in suicide prevention and youth well-being, here are some facts to consider. For *youth* between the ages of 10 and 24, *suicide* is the third leading *cause of death*. Depression and other mental health concerns are a real threat to youth. This is not an issue that is going away, but with gatekeeper training, peer support groups, stigma reduction education, focused youth empowerment and support efforts community-wide, and the determination of the partners in the PSN collaborative, we are seeing an increased volume of youth seeking help for themselves and their friends. The efforts of the PSN collaborative partners are making a difference. This is good news, but great work still lies ahead.

The PSN Leadership Committee has been reflective and asked members of the collaborative to share their stories, experiences, and insights on how the efforts of PSN have positively impacted them, their agency and/or the community in working towards suicide prevention and youth well-being. See Attachment C-PSN Stories for those responses.

Resource Impact

The Council allocated \$2 million from the Stanford University Medical Center (SUMC) Development Agreement Health and Safety Funds to PSN on May 13, 2013. There has been careful oversight of this funding and at present, approximately \$320,000 has been spent, primarily on salary expenses for the PSN directors, support of the Track Watch program, and miscellaneous program expenses such as support of suicide prevention and youth well-being related events and seminars in the community. PSN has also been granted additional funds from:

- County of Santa Clara - \$30,000 to create a blue print of the Project Safety Net work
- Parent Volunteers - \$80,000 to support Track Watch
- Palo Alto Weekly Holiday Fund - \$30,000
- Stanford University – Community Partnership Award - \$1,000
- Palo Alto Firefighters Pancake Breakfast (2012,2013) - \$10,321

PSN has and continues to attract the attention of both those communities who are struggling with suicide contagion seeking advice for creating a community response and entities wishing to recognize the work that PSN has done in this area including:

- City of Palo Alto Award for Excellence in the Health and Wellness Programs category of the 2011 Helen Putnam Award for Excellence program
- Santa Clara County Human Services Award

Attachments:

- ATTACHMENT A - PSNStrategicPlan2013 (PDF)
- ATTACHMENT B - STRATEGICPLANREPORT (PDF)
- ATTACHMENT C- PSNSTORIES (PDF)

Strategic Plan

Project Safety Net

Values & Guiding Principles

Collaboration
We effect change through the connections, creativity and contributions of our entire community working together.

Hope
We are committed to preventing the most preventable form of death, suicide.

Courage
We face suicide related stigma with strength and perseverance.

Integrity
We act with honesty and sincerity.

Cultural Awareness and Engagement
Sensitivity and respect for diverse individuals and communities guide our efforts.

Learning
Best practice and on-going reflection advance our work.

Problem Statement

The Palo Alto community struggles with the pain and loss of youth to suicide. There is urgency for on-going, coordinated community action to promote youth well-being and prevent suicide.

Strategies

Infuse the Developmental Assets framework in Palo Alto culture and policies
Create experiences across our community that foster meaningful connections among youth and adults

Train youth and adults in best practices for identifying and responding to emotional and psychological distress

Educate youth, parents and other adults in contact with youth about the risk factors for suicide such as mental health conditions, substance use and other stress factors

Engage in a community-wide storytelling and listening campaign through a variety of media
Learn and partner with community and faith groups to develop culturally specific education and outreach

Collaborate with the community, police department, media and Caltrain to reduce access to the train tracks and other means of lethal harm

Create a clear map of our community's youth mental health services and identify gaps
Advocate for increased and accessible mental health services for all youth

Anticipated Changes

→ Youth report increased personal and trusting connections to adults and peers in the Palo Alto community in order to foster youth well-being

→ Peers and adults in contact with youth are knowledgeable and equipped to respond to their distress or thoughts of suicide

→ Reduction of mental health stigma leading to acceptance and use of mental health services

→ Access to means of lethal harm is reduced

→ Our community's mental health services are robust, coordinated and accessible to all youth



Summary Report: THEORY OF CHANGE

The Context

Project Safety Net was formed in response to five teen suicides the community of Palo Alto experienced between May 2009 and January 2010. The City of Palo Alto and Palo Alto Unified School District (PAUSD), along with other community partners, came together to create a comprehensive community-based mental health plan for overall youth well-being in Palo Alto to address the suicides. The plan includes education, prevention and intervention strategies that together provide a Safety Net for youth and teens in Palo Alto, and defines the community's teen suicide prevention efforts. The name, Project Safety Net was chosen to reflect the integrated system of strategies that together form a safety net for youth and teens in the community.

The collaborative project is housed at the City of Palo Alto and hired its first staff member in 2012. Since its inception, Project Safety Net has secured several successes including the creation of the comprehensive community-based mental health plan, two million dollars to be distributed in 2015, won the support for a resolution from the PAUSD that infuses suicide prevention curriculum and evaluation systems. Three years into the collaborative project, several questions surfaced that Project Safety Net asked CompassPoint with support to help answer:

- *What is our philosophy that guides our program- suicide prevention- broader youth well-being? And therefore what core strategies should Project Safety Net affirm?* Tension existed among stakeholders about the focus of its core strategies and the spectrum on which its programming is focused.
- *How should we be structured to support the core strategies?* There was confusion on the purpose, role, and decision-making authority with Project Safety Net's structure.
- *Given our revised structure, what is our decision-making process and policies?* Without clarity on the right structure to support the collaborative and agreement on decision-making and authority, PSN was vulnerable to misalignment of its members now that it will be responsible for grant making.

Project Outcomes

PSN hired CompassPoint to work on the agreed upon outcomes:

1. Project Safety Net stakeholders will have *increased clarity and alignment* on the organization's identity, strengths, and future direction as it relates to its Theory of Change.
2. Project Safety Net stakeholders will have *documented core strategies* that will serve as a frame for programmatic and organizational decision making in the coming years.
3. Project Safety Net stakeholders will have an *agreed upon structure* to support its Theory of Change and core strategies.

Our Process

Phase One: Our Theory of Change

To answer core questions regarding PSN's direction and emphasis of its work, Phase One created the Project Safety Net's *theory of change*: a visual representation of the interrelationship between Project Safety Net's desired impacts, audience, strategies, and organizational values. Creating Project Safety Net's *theory of change* helped to clarify who Project Safety Net is and aspires to be in the community. The benefits of using a Theory of Change include:

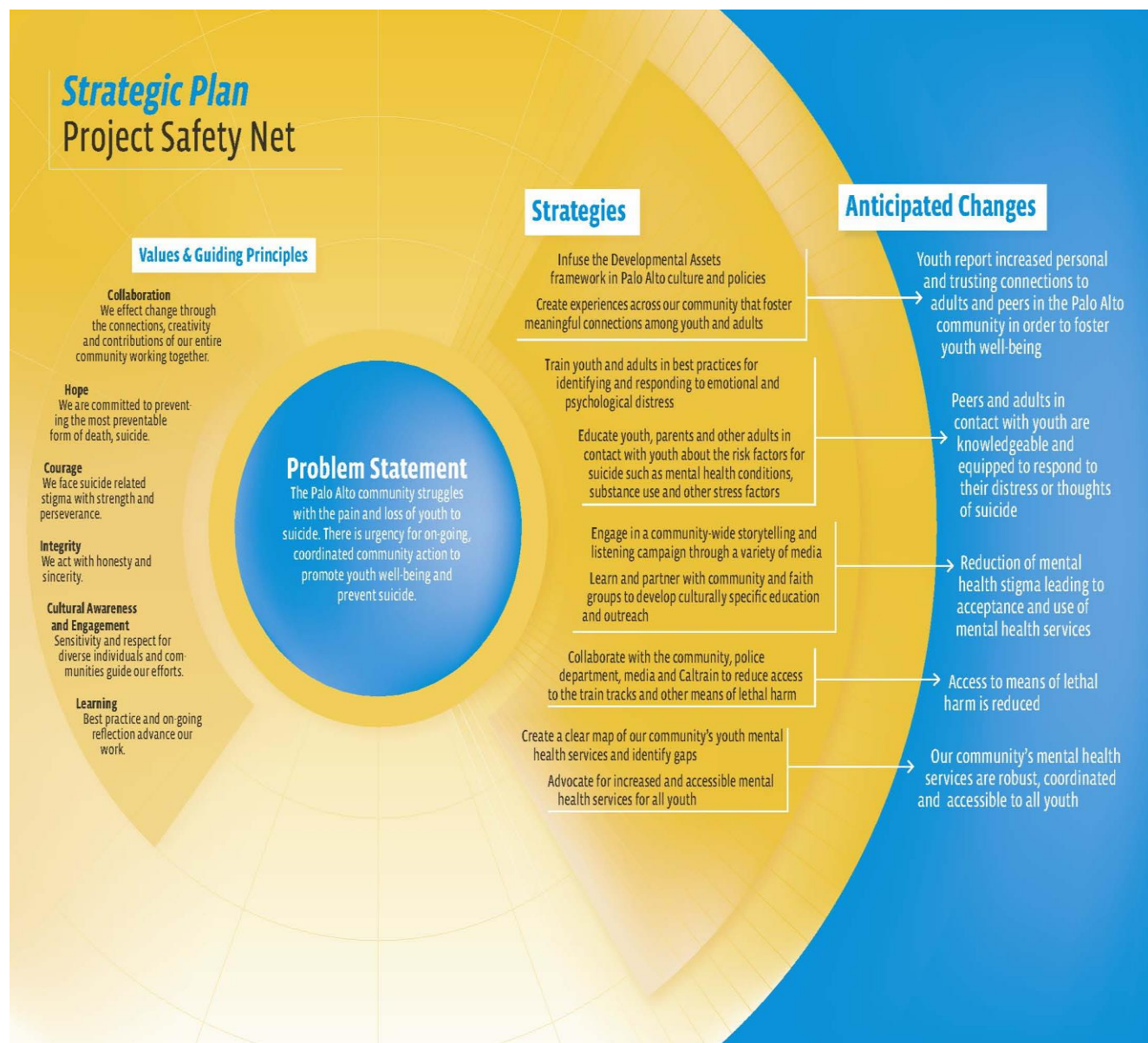
- A graphical representation of an organization's mission and the change it seeks to make
- An agreement among stakeholders about what defines success
- A clear and testable hypothesis
- A blueprint for organizational learning & evaluation
- A powerful communication tool

To create PSN's theory of change we formed a Working Committee comprised of executive committee members, and steering committee members and stakeholders.

Theory of Change Working Committee

- Brenda Carrillo, Coordinator of Student Services, PAUSD
- Christina Llerena, Project Safety Net Director, City of Palo Alto
- Ray Bacchetti, Human Services Commission, City of Palo Alto
- Dr. Lynette Hsu, Child/Adolescent Psychiatrist, M.D. Palo Alto Medical Foundation
- Mary Ojakian, Parent Survivor and Suicide Prevention Advocate
- Roni Gillenson, LMFT, Adolescent Counseling Services, Program Director
- Jessica Feinberg, PALY HS Junior, Girl Scout, Peer Program Advocate
- Danny Golovinsky, Gunn HS Sophomore, ROCK Secretary
- Judy Argumedo, PAUSD Parent and Coordinator, Educational Services, PAUSD
- Jean Kaelin, Suicide Prevention Associate, Santa Clara County Mental Health Department
- Ruth Wu, PAUSD Parent and PTA President at Escondido Elementary School
- Susan Shultz, Counselor at PALY HS.

The Working Committee's role was to create PSN's theory of change and test the document with community members and the PSN Steering Committee throughout its creation. The process kicked off with a community retreat held at the Lucie Stern Center in February of 2013 and also included involvement from the General Membership, focus groups of parents, youth, and faith leaders. PAUSD leadership was also consulted for input. The final theory change was finalized and adopted by the PSN Steering Committee on June 2013 and titled PSN Strategic Plan to make the language more accessible and to signal to directional nature of the document. Below is the final document:



Phase Two: Our Structure

Phase Two built upon the alignment and clarity achieved by creating Project Safety Net's strategic plan/theory of change and answered: *How should we be structured to support the core strategies identified in our strategic plan?* The work included naming the charge of each group, membership requirements, decision-making authority and relationship to each other. The process included:

- Using the MIG 2011 report- Organizational Structure & Implementation, CompassPoint made recommendations for structure changes to align to PSN Theory of Change
- CompassPoint testing recommendations with City of Palo Alto and PAUSD
- Recommendations were brought to the Steering Committee for feedback
- The Steering Committee finalized the Structure Changes

The structure called for **forming 3 working committees** focused on carrying out PSN's core strategies as named in its strategic plan:

1. Community Engagement anticipated change 1 and strategies a-b
2. Committee Education & Outreach- anticipated change 2 and strategies c-d
3. Mental Health Services- anticipated change 5 and strategies h-l

The Committee Roles and Responsibilities include:

- Implementing the strategies named in PSN's Strategic Plan
- A 2 year commitment
- A co-chair model with 1 representative named to be on the Leadership Team
- Creating a roles and responsibility document of committee members to address accountability in place of MOU
- Creating a shared work plan template for all committees

PSN staff supports the committees, serves as a thread and resource not as a lead

Re-naming the Steering Committee to Leadership Team, Role and Responsibilities include:

- Monitoring the progress of implementing PSN's strategic plan
- Reviewing and approving committee work plans & budgets in May of each year
- Ensuring that committee work plans are being implement and infused with stigma-reduction strategies

- Coordinating PSN communication efforts
- Creating and implementing a Statement of Commitment Document for agencies and individuals that serve on the working committees
- Finance committee responsibilities
- Meet 1 time per month

Composition: PSN Staff, City staff lead, PAUSD staff lead, ACS rep, Kara rep, PTAC rep, committee co-chair rep, parent survivor, 2 student, 2 at large members

The City Lead and PAUSD Lead serve as co-chairs

Re-naming the General Membership to Community Partners, Role and Responsibilities include:

- Educational, rallying, outreach mechanism for working committees
- Meet 6 x a year during the school year and at a time when students, parents & teachers can attend

Composition: nonprofit partners, parents, students, Police Department, Caltrain, City, PAUSD

Re-stating the role of PAUSD & the City of Palo Alto in regards to PSN

- City and PAUSD as co-leads of PSN- system advocates and champions for PSN
- Creating a formal agreement between both entities
- City as fiscal agent
- City Staff supervise and host PSN staff

Phase Three: Our recommended Funding Policies

Phase Three of our process answered the question: *Given our revised strategic plan and structure, what is our recommended decision-making process and policies to distribute funds?* The funds of a total of \$2 million dollars were given to City of Palo Alto as part of development offset fees from Stanford University Hospital. The funds are now part of the City funds and PSN staff is responsible for reporting annually to City Council and Stanford Hospital how funds are spent. The process listed below requires approval of the Palo Alto City Council.

The Recommended Role of the Leadership Team in funding

The City of Palo Alto views the PSN Leadership Team as its key advisory body on the use of the non-regular/annual PSN expenses (staff, contract, supplies.) The following details the role and process for distribution of funds:

The PSN Leadership Team Recommended Role in the distribution of funds

- Input on the Request For Proposal (RFP) language and process
- Input on the RFP scoring mechanism
- Input on the priority areas of funding based on PSN's strategic plan
- Input on amount of money available to committees, the extra fund and grant amounts
 - Grant amounts should be small to larger, teens and adults not affiliated with an agency would be able to apply for them.
 - Consider a conference attendance fund
 - Consider PSN's sustainability when identifying grant amounts
 - \$5,000-\$7,000 for each Committee plus same amount in Extra Fund- *Amount To Be Finalized*
- Provide 1-2 non conflicted members for HRC sub-committee

The Recommended Process the PSN Leadership Team will use to distribute the funds

- The Leadership Team of PSN will follow the HRC's type funding systems and process:
 - Creating the funding application process that names the priority needs in partnership with City staff. The ability to meet the anticipated outcomes listed in the PSN Strategic Plan will be a guiding tool in naming the priority needs. All fund recipients will be required to demonstrate level of impact in meeting the anticipated outcomes with specific measureable outcomes.
 - Identifying 1-2 non-conflicted member(s) of the Leadership Team to join an HRC subcommittee to review applications and bring their recommendations to the full HRC to review and approve a final HRC recommendation to present to council committee for approval

The Recommended PSN staff Role in the funding process

- Distribute and announce Request for Proposals
- Manage the application and review process
- Liaison with all city entities for review of applications

The Recommended Human Relations Commission Role in the funding process

- Review of applications
- Provide recommendation on funding that is
 - Non biased
 - Reviews all grant funding city gives out

Recommendation on how the Funds are managed

- The City Staff is ultimate manager of the funds.
- All grants given must
- PSN Staff must request a certain portion of the funds each year as part of the budget cycle PSN staff, contractors and office supplies and the City Council reviews and approves.
- The City staff manages all grant payments to be awarded

About CompassPoint

CompassPoint intensifies the impact of fellow nonprofit leaders, organizations, and networks as we achieve social equity together. We believe that nonprofit organizations and leaders need relevant support that builds on their strengths, experiences, and achievements and that those individuals and organizations that invest in increasing their leadership and management capacities are better poised to achieve progress.

For nearly 40 years, CompassPoint has worked to carry out this purpose by guiding nonprofits as they become better managed, more adaptive, and achieve higher impact. With 22 staff, our practice utilizes expert consulting, coaching, facilitation, and training to support the development of nonprofit leaders and their organizations.



500 12th Street, Suite 320
Oakland, CA 94607
415.541.9000 phone
415.541.7708 fax
www.compasspoint.org
adrianar@compasspoint.org

ATTACHMENT C

PROJECT SAFETY NET – STORIES OF IMPACT

We asked the PSN Leadership Committee, members of the Collaborative, and interested members of the community to share their views on how PSN has positively impacted them, their agency and/or the community in working towards suicide prevention and youth well-being.

Adolescent Counseling Services (ACS) - Pam Garfield, Gunn Site Director

In the 2008-2009 school year, ACS served 181 kids and 34 parents. In the 2013-2014 school year, 249 students were served and 38 parents. I believe there aren't more problems, but services are now being more utilized. On the Gunn High School campus, the ACS offices are now in the attendance area, rather than the library, which gives more privacy (at the recommendation of a PSN member) and accessibility. In addition, the overall community in Palo Alto and Gunn high schools has changed. Stigma for receiving counseling has significantly reduced. We now see many self-referrals and peer referrals. Students and staff promote ACS in big forums and one on one. In fact, at the 2014 Sophomore assembly, the ROCK (peer counseling group created in 2009) gave rave reviews of ACS counseling to the entire Sophomore class of Gunn High School. In addition, staff and administration got widespread QPR training so they are educated on how to assess for suicide risk and refer the students to the appropriate help. Also, since QPR has been taught in living skills classes, ACS received more appropriate referrals. In fact, we served an 11th grade boy who was flagged in Living skills. He then received psychiatry through Dr. Joshi's Stanford fellow and eventually was referred to Children's Health Council, where he is now receiving comprehensive therapy and psychiatry. Last year he regularly struggled with suicidal ideations, and this year he has become stable and is now working on his social anxiety and college choices. ACS currently is in contact with his therapist and provides walk-in school support to him as needed. This is one example of many success stories that would not have happened without the efforts of PSN.

PTA Council – Susan Usman, President

The PTA Council president has served on the Project Safety Net Steering/Leadership team since its inception and has kept the heart of PSN at the center of our child advocacy and parent education programs. PTA Council was instrumental in getting the Developmental Asset survey done in 2010. PTA Council has hosted Developmental Asset Classes and QPR training (suicide prevention training) and continues to sponsor and work on student mental health parent education events. Almost every school has

had Project Cornerstone Developmental Asset Parent Education classes. Some school PTAs are in their third year of supporting Project Cornerstone's ABC program having received much positive feedback from parents, students and teachers. Our middle school PTAs support and are involved in their school Climate Committees that include programming around Unity Day, Not in Our Schools Week service days and advisory activities.

Palo Alto Unified School District – Judy Argumedo, Coordinator, Educational Services

As a resident of Palo Alto, and employee of the school district the emergence of Project Safety Net during a time of crisis gave me hope that the city I live and work in truly values the well-being of our youth. In the early years PSN collaborated across agencies and was able to start a real dialogue about mental health and stigma. As a mother of two teen daughters, I did look to the city and school district for support, and was heartened to hear about the efforts of PSN. I officially joined PSN two years ago and participated in reshaping a new vision and mission as the collaborative moved forward to begin new endeavors. Being able to hear multiple perspectives and co-create plans on how to support youth has been a valuable experience for me as a resident, mother and educator. I am proud of the work the collaborative has been able to achieve and hope further collaboration between the city and district continues.

Palo Alto Unified School District – Brenda Carrillo, Student Services Coordinator

The district values the strong partnership of the City in supporting Project Safety Net. Project Safety Net is successful due to the work of the many committed individuals who give time, energy and resources to support student health and safety. The collaborative efforts of community partners across Palo Alto have assisted the district to better serve children, youth and families struggling with mental health issues and to promote youth well-being. PSN has partnered with the district to provide and support QPR training, mental health education, suicide prevention training and outreach, and community events to raise awareness of mental health issues. District efforts to ensure the well-being of students are enhanced by the coordination of efforts across schools, city, and community partners.

Palo Alto Unified School District - Tom Jacoubowsky, Vice Principal, Gunn High School

I have to say that Project Safety Net (PSN) has been an invaluable resource for our community. Created during a time of critical need during our suicide contagion of 2009-2010, PSN has been a great example of our community coming together and allowing the great resources we have to offer social emotional support for so many.

While there are those who feel the crisis period has passed, the need remains more than even for PSN as we always need to be vigilant in supporting the adolescents and young adults of our community. Thanks to PSN, we now have structure and resources available during times of emotional crisis.

I am proud to be part of PSN for the past four years and I know it's making a difference in the lives of so many.

Parent – Kathleen Blanchard

I know firsthand the crisis of our teens and concerns about their emotional and psychological health and well-being. My beautiful son JP died at the tracks five years and five months ago. Since JP passed away, I have been dedicated to doing what I can to help other children and spare their families such tragedy and sorrow. I am grateful that Project Safety Net was created to bring the community together and harness our collective energies in support of youth and teens in our community. In the compassionate, kind, and caring spirit of my son JP, I joined many others in this community effort.

Over the past years, we have made some important progress over the continuum of support, including

- Adoption of the 41 Developmental Assets by the City and PAUSD
- Training hundreds in suicide prevention
- Increasing access to psychological counseling for students
- Track security

Changing culture is not quick or easy, but we are seeing signs that the stigma around mental health issues is beginning to decrease, and that teens and adults are discussing emotional and mental health issues with increasing willingness and comfort. A quote from the July 2010 PSN Report speaks to the spirit we must continuously strive to foster in our unique community: "Everyone must play a role to look out after one another, and we must remain vigilant in our commitment to help those in distress find the support they need." This is a very special vision of a place where each one of us cares for and looks out for one another; it is grounded in compassion and understanding; and it expects everyone to play a positive role because we are all a part of this community.

Former PAUSD Student – Jessica Feinberg

Project Safety Net was so helpful as I tried to complete my Gold Award project (which was promoting teen mental health and well-being). Having so many community members from diverse organizations gathered for the same goal made it so easy to find people who would help me, directed me toward resources, or just took me under their wing generally.

The Project Safety Net community members are all completely committed to teen mental health and suicide prevention. The meetings are places where we can reaffirm those goals, gain inspiration from others' projects and experiences, gain access to important resources (QPR training, etc.), and, most importantly, connect all of these community members. When Stanford professors, Palo Alto police officers, PAUSD teachers, PAMF medical professionals, PAUSD students, private therapists in Palo Alto, City of Palo Alto representatives, and parent survivors all gather in the same room for the same goal, incredible things happen, initiatives and collaboration that would never occur in the absence of this space. When I began my work, I suddenly had access to some of Stanford's peer-support practices; medical literature on suicide contagion; insights from private therapists that counsel the teens I was trying to help; parents who could tell me about the impact it has on families; city officials who could offer me spaces and resources for the project. I spoke on a panel for PAUSD parents about how to talk to your child about their mental health, and I would never have been on that panel had it not been for Project Safety Net.

I don't believe I can fully express how meaningful this organization was for me and for my project, but more importantly for the entire Palo Alto community. So much of the work they do is largely invisible or goes unnoticed, operating quietly in the background. PSN has played huge roles in the recent initiatives to encourage interaction in neighborhoods, to give students QPR training during Living Skills, to educate parents and teachers on youth well-being - and all this despite the uncertainty that goes with changing leadership. Project Safety Net is a fantastic organization, and I fully support and appreciate their efforts.

PSN Developmental Assets Initiative – Terry Godfrey, Chair

The Developmental Assets (DA) Initiative was started as one of PSN's key community initiatives in 2010 and since that time has made many strides in the community for youth well-being.

The Developmental Assets Initiative supports strategy P-3 Character Education & Resilience Skill Building Programs of the Project Safety Net plan adopted in 2010. The mission of the DA initiative is that "Everyone in Palo Alto will be an Asset Builder". PAUSD adopted the DA framework and is implementing it in the schools. The City also adopted the framework and is implementing it; it can be seen especially in recreation and youth programs. The DA Initiative chaired by Terry Godfrey has focused on the community and the three assets identified by the team as having been lower than desired (as measured in the DA Survey of 2010/2011) and not being addressed in the schools or by the City. The three (3) assets are; Caring Neighborhoods, Community Values Youth and Youth as Resources. The Caring Neighborhood Challenge was piloted in 2013 in conjunction with the City's Know Your Neighbors grants. There were more than 30 block parties. Kids were challenged to write about their experiences and submit

photos of their block parties. 2014 summer's Caring Neighborhood Challenge engaged a dozen teens to spearhead the effort. The teens coordinated and executed everything from updating the website to designing the marketing materials, to organizing events in their own neighborhoods to get the ball rolling to attending others' events to take photos and write articles to convincing the Mayor to furnish the grand prize (the winning neighborhood youth get to cut the ribbon at the Mitchell Pak Library with Mayor Shepherd) to getting the Palo Alto Weekly to write a piece on their efforts. The winning neighborhood was Midtown and their youth will be cutting the ribbon alongside Mayor Shepherd.

Over the years the team has also modeled that the community values youth by supporting our teens at Teens on the Green, staffing a booth at the 4th of July Chili Cook Off and May Fete parades. Reaching out by manning informational tables at the YCS sponsored MLK Day fair and Mothers' Symposium. Creating and distributing the "Simple Actions Show Youth You Care" brochure. And just being with our youth, smiling, making eye contact, stopping at every lemonade stand and always assuming the best about every youth encountered.

Special Education Advocate – Barbara Shufro

When I was CAC- Special Education Chair, the CAC and Project Safety Net made a joint presentation about the very high risk that special education students have for anxiety and depression. We were able to present information showing that non-visible disabilities in particular, ASD, ADHD, Dyslexia or other learning disabilities, have a very high incidence of co-morbidity with anxiety and depression. PSN provided a targeted way to disseminate this information widely to the community working with our youth and that is very important. Also, the QPR training that PSN offers is very effective in helping adults know what to do when students need help in this area and very effective in removing the stigma of mental illness.

Adolescent Counseling Services – Elizabeth Schar, Board Member

PSN helped the media understand how to manage the news about suicides to avoid copy-cat behavior. Non sensationalization of the events saved lives. Webinars hosted by Becky Beacom on suicide prevention training at Palo Alto Medical Foundation trained me as a board member to advocate for youth mental health services.

Former PAUSD Student – Lydia Huang

I never got to say goodbye. He was my first love, my best friend, and my happiness. I never imagined that I would wake up one morning and find out that I would never be able to see him again.

I lost JP to suicide five years ago on May 5, 2009. The following days were a blur of paralyzing pain and endless tears. I couldn't understand how someone I had seen a couple of hours ago was suddenly gone forever. The sense of hopelessness was overwhelming, and all I could think about was how pointless it was supposed to go on with my life when the most important piece had vanished. The smallest things would remind me of him, and send me spiraling into a break down. There were so many days where I couldn't even function. I had nothing to look forward to. I obsessed over every little detail of our last conversations and thought about everything I wish I could go back and change. It was nearly impossible to think about anything else, but what I should have and could have done. Eventually I convinced myself that JP was just on vacation; then, he would show up one day to tell me about all his adventures. It was comforting to live in denial. I missed him incredibly, but I didn't have to deal with the pain of knowing he wasn't coming back.

There are five stages of grief: denial and isolation, anger, bargaining, depression, and acceptance. I experienced each stage erratically, and sometimes went through multiple stages in a day. Denial and isolation lasted for a full two years. I felt so alone in my grief and like no one would ever understand what I was going through. It was hard to be around people. They didn't know how to act around me, and vice versa. It became easier just to isolate myself and keep living in my dream world where JP was still with me.

One day I realized it was futile to constantly wish I could go back in time and change things, since it was impossible. I also saw that it wasn't a positive influence on my recovery. I started a diary and wrote all the entries to JP just as if I were having a conversation with him. The feelings of relief and comfort afterwards usually swept away the worst of the heartache.

The most important part of my healing was support from JP's mom. Anytime I missed JP, I could just pick up the phone. We understood each other's pain and would reminisce about all our memories we had with him. It was never tiring to hear the same stories over again because it was so comforting to just listen to the memories. I saw that repeated storytelling was something survivors needed to go through in order to cope and find peace.

When I started college at Penn State, I didn't want to tell anyone about my loss. I didn't want people to think of me any differently, and so I kept it to myself. It wasn't until second semester of junior year that I finally felt ready to share my story. I had taken an entrepreneurship class and needed to write a feasibility report on a business idea of my own. Around this time, I had started doing some research on stigmas in the Asian culture. I found that due to the negative cultural perception in many traditional Asian cultures, topics such as suicide and depression are considered taboo, as they garner a sense of dishonor for the family. The similarities between my family's views and the stigmas were unsettling, and the reason why I didn't find the support I needed

from them. After reviewing various studies online, I found that these stigmas, along with inadequate education on mental health topics, were recurring reasons as to why Asian Americans are significantly less likely to seek help from mental health professionals. That's when I decided to base my report off this hypothetical non-profit. I pitched the idea to my professor and he urged me to enter 1000 pitches, a business idea pitching competition where the winners received \$1000. I posted my submission thinking I didn't have a chance. When I ended up winning the Education category, it hit me that I could actually make this non-profit happen.

That is why I became inspired to start Support with Love, a foundation dedicated to creating a community of support and education for Asian Americans dealing with stigmas of mental health, and with an emphasis in suicide prevention. Support with Love will develop and offer culturally-integrated workshops where people can learn the facts about mental health. It also has an online forum where people can go to share their experiences and provide each other with support. I knew that I needed to stop feeling sorry for myself all the time and asking why this had to happen to someone I loved. I channeled all that energy into designing my business model and website. It started to become my own coping mechanism because it allows me to think about JP without always feeling sad.

To this day, I am still struggling with acceptance. It's so easy to live in denial and push away the feelings of sadness. But I've accepted that it's okay to let myself miss him and cry once in a while. Holding on to all my regrets wasn't helping my healing process, and all the things I wish I could have said and done weren't going to bring him back. Instead, I focus all my efforts into making this non-profit a community where people can find support. The most important thing I learned through my journey is that the pain never really leaves completely. But, as time passes, it stops hurting a little less than it did the previous day.



POLICY AND SERVICES COMMITTEE MINUTES

Special Meeting
October 21, 2014

Chairperson Price called the meeting to order at 5:03 P.M. in the Council Conference Room, 250 Hamilton Avenue, Palo Alto, California.

Present: Klein, Price (Chair), Scharff, Schmid

Absent:

Oral Communications

None.

Agenda Items

Chair Price had requested Agenda Item Number 4 be continued to a subsequent meeting due to the length of the Agenda.

Council Member Klein concurred.

Council Member Schmid preferred to reach the item on the Agenda before deciding to continue it.

Council Member Scharff did not believe a great deal of time would be involved.

Chair Price inquired about notice of the meeting.

Khashayar Alaei, Senior Management Analyst, reported Staff was not present to address Agenda Item Number 4.

Council Member Scharff wanted to retain the item on the Agenda. The presence of additional Staff was not necessary. The item was noticed for the meeting.

Chair Price asked if Agenda Item Number 4 could be placed on the Agenda for the next meeting.

Mr. Alaei answered yes.

FINAL MINUTES

Council Member Klein explained that Agenda Item Number 4 would remain on the Agenda as a vote would be 2-2.

Mr. Alaei would request the City Attorney attend the meeting.

Council Member Schmid suggested the Policy and Services Committee reach the item on the Agenda, determine the time, and then discuss continuing the item.

Chair Price agreed.

1. Health and Safety Funds (Stanford Development Agreement) Related to Community Partners: Avenidas and Stanford Hospitals.

Minka Van Der Zwaag, Community Services Senior Program Manager, was present to further the discussion of policies and procedures for the distribution of Health and Safety Funds. The item pertained to community health needs as identified by Avenidas, Lucile Packard Children's Hospital and Stanford Health Care. Knowledge of these needs would assist the Policy and Services Committee (Committee) in identifying and categorizing specific needs in the community.

Council Member Schmid asked if Agenda Item Numbers 1 and 2 would provide information for the Committee to discuss Agenda Item Number 3.

Council Member Klein understood that was the purpose.

Chair Price answered yes. The needs assessments and materials sent to the Committee was background information.

Council Member Schmid inquired whether Staff would provide information about and from the three community partners in order to discuss Agenda Item Number 3.

Ms. Van Der Zwaag replied yes.

Council Member Klein felt the Committee was familiar with the programs and services offered by Avenidas and Stanford Hospital.

Chair Price indicated Agenda Item Number 2 would be an update and discussion of Project Safety Net.

Council Member Schmid stated discussion of Project Safety Net would be in the context of the Stanford funds.

Chair Price noted both fell within the identified formula.

FINAL MINUTES

Ms. Van Der Zwaag inquired whether the Committee wished her to continue with background information.

Chair Price requested she continue at a global level. The Committee received many materials in the packet and wished to provide time for community partners to speak.

Ms. Van Der Zwaag reported Avenidas highlighted health and wellness, transportation, and engagement programs as the community health needs of local seniors. Health and wellness programs focused mainly on exercise and physical activity to help older adults gain flexibility, mobility and strength. Transportation of all types continued to be a community issue. A need for door-to-door transportation for seniors arose in the Human Relations Commission's (HRC) needs assessment several years ago. Avenidas provided a wide variety of programs that engaged seniors in learning and activities. In collaboration with community partners, Stanford Hospitals conducted annual community needs assessments to identify unmet needs and services in the community. Lucile Packard Children's Hospital (Packard) focused its needs assessment on infants, children, adolescents, and pregnant women. Packard identified three priority needs of improving access to primary healthcare for children, teens and expectant mothers; providing preventative and education programs with special attention to pediatric obesity; and improving the social and emotional health of youth. Stanford Hospital's needs assessment identified four primary needs: cancer, access to healthcare, chronic disease, and unintentional injuries. From those four major needs, Stanford Hospital developed three major health initiatives as part of their multiyear strategic investment in the community. At the direction of the Committee, Staff could conduct further research or invite additional key community agencies, stakeholders or health experts to a future meeting.

Sherri Sager, Chief Government and Community Relations Officer, Lucile Packard Children's Hospital at Stanford, wanted to provide the Committee with information regarding Packard's programs in order to leverage resources and programs. The Committee and the Council would need to determine whether funds would be expended in one year or over two or three years or used to establish an endowment. The Committee could not fund programs for recently identified needs over two or three years, and then expect those programs to be sustainable. One-time funds would be best spent in support of nonprofit agencies' capital needs. Whether funds would be spent in one year or over two to three years or placed in an endowment would determine the criteria for a grant process. The Committee should discuss this funding in relation to Project Safety Net; however, the discussion should consider broader mental health issues.

FINAL MINUTES

Council Member Schmid advised that Stanford's definition of community extended to the entire county while the Committee's purview was the City of Palo Alto.

Ms. Sager agreed that Packard utilized a larger geographic area. Issues identified in the community needs assessment were common to every community in the state and country. The assessment identified needs concerning mental health, services for adolescents, obesity, asthma, and prenatal care. Packard prioritized three needs, because it could not tackle all of them.

Council Member Klein agreed the Committee's first task was to identify a method to expend funds. He requested Ms. Sager's advice regarding expending funds and inquired about a need within Packard's three priorities that was not being addressed.

Ms. Sager would expend money over three years to support one-time needs and would require agencies to match grant funds. In that manner, different agencies could apply for funds to support one-time needs, and the grant process would not be an excessive burden on Staff. Access to care was a primary concern. Grants could be utilized for remodeling facilities or obtaining new equipment. Grants could support schools in hosting onsite mental health counselors. The City could be involved in making communities more walkable to improve health and reduce traffic.

Council Member Scharff inquired about transportation in relation to access to care, whether individuals were dropped off at healthcare providers or attendants accompanied the individuals.

Ms. Sager advised that her experience with transportation was that individuals were dropped off and picked up. Assisted living facilities did ensure individuals went into the correct office.

Council Member Scharff noted Ms. Sager recommended matching funds be required under any program the City chose. He inquired whether she recommended the City or the nonprofit agency determine the use of funds.

Ms. Sager recommended the City solicit proposals of no more than two or three pages about an agency's need and requested amount of funds. Some proposals would request \$10,000-15,000; some would request \$100,000-\$150,000. The review process should consider the agency, the request, and whether the proposal was fungible from another source.

Council Member Scharff ask if Ms. Sager alternatively proposed the City solicit proposals for a lasting capital need that otherwise would not be met.

FINAL MINUTES

Ms. Sager replied yes.

Council Member Scharff asked if that scenario should also require matching funds.

Ms. Sager indicated it could. Nonprofit agencies could sell matching funds to donors.

Council Member Scharff inquired whether the City should ask agencies about their capital needs.

Ms. Sager would request agencies provide timelines in terms of the amount of funds to raise and when funds would be obtained.

Council Member Scharff felt there was a difference between constructing a building and purchasing a van. He inquired whether the City should limit funding to an asset with a 30-year life or a 5-year life.

Ms. Sager reported there were needs for both types of assets. A smaller organization would need shorter-lived assets and may not have other sources for those types of things. The City should consider funding assets that other sources were not willing to fund.

Ms. Van Der Zwaag advised that agencies in Palo Alto often did not qualify for grants because of the socioeconomics of the City.

Ms. Sager agreed.

Chair Price felt the Committee was at a disadvantage in not knowing the magnitude of community needs. She assumed experts would review applications and make informed recommendations. She questioned whether the Committee should determine priority areas based on needs assessments or request applicants justify their requests. The Committee had to decide the criteria and the focus areas based on input from experts.

Ms. Sager recommended the Committee select three to five priorities and then encourage agencies to qualify within those areas. Otherwise, proposals would be scattered. In addition, the Committee could choose to subsidize attendance at recreational and sports programs offered by the City; however, not all funds should be awarded to City programs.

Andy Coe, Chief Government and Community Relations Officer, Stanford Health Care, reported Stanford Health Care, as a not-for-profit hospital, was required to invest in community benefit activities by State and Federal law. Stanford Health Care participated in community needs assessments every three years. Stanford Health Care's service area was San Mateo and Santa

FINAL MINUTES

Clara Counties. Stanford Health Care invested approximately \$400,000 annually and coordinated other hospital programs. Community needs had remained virtually the same over the past six years. The key was matching resources and expertise with programs to make a difference. Stanford Health Care had expertise in aging adult services; therefore, it invested many resources in those programs. Because of the service area and Palo Alto's socioeconomic status, Stanford Health Care did not invest many funds in programs that directly served residents of Palo Alto. Stanford Health Care provided funds to the MayView Clinic and Peninsula Healthcare Connection and had contributed in the past to Avenidas.

Chair Price asked if Stanford Health Care was involved in the Opportunity Center.

Mr. Coe stated they were not currently involved in the Opportunity Center.

Council Member Klein inquired about three areas that Stanford Health Care was not currently funding.

Mr. Coe believed mental health issues were a primary concern.

Council Member Klein requested Mr. Coe elaborate on mental health issues.

Mr. Coe meant issues affecting young people, issues that Project Safety Net addressed. That was the larger issue throughout the country. Stanford Health Care was struggling to identify methods to improve overall mental health services and to collaborate with the County of Santa Clara (County).

Council Member Klein asked if Stanford focused on adolescents.

Mr. Coe responded no. Stanford Health Care was not an expert on mental health issues; therefore, it did not focus community investments on that particular issue. Stanford was attempting to gain knowledge in order to work with the County to provide better care for mental health patients who received health services at Stanford.

Council Member Klein requested Mr. Coe's advice regarding actions the Committee should take.

Mr. Coe was not an expert. He was offering his observations.

Council Member Klein asked if there were any service gaps not presently being funded for which Stanford Hospital had expertise.

Mr. Coe reported needs that surfaced in the assessments affected communities such as Palo Alto. He had no insight into a specific issue.

FINAL MINUTES

Stanford Health Care matched its expertise and resources with programs to make the greatest impact.

Council Member Scharff recalled Ms. Sager's suggestion to separate needs into three parts, one of which could be needs Stanford Health Care was interested in supporting. He did not believe Mr. Coe indicated any needs in which Stanford Health Care might be interested.

Mr. Coe advised that Stanford Health Care focused on access to care, programs for seniors, and reducing health disparities particularly in the field of cancer care. Those were the areas Stanford Health Care believed were community needs.

Council Member Scharff asked if the community needs in Palo Alto were also countywide.

Mr. Coe reported data was collected from both San Mateo and Santa Clara Counties. He could not segregate information solely pertaining to Palo Alto.

Council Member Scharff asked if Mr. Coe could identify a community need in Palo Alto among the needs on which Stanford focused.

Mr. Coe could not parse the information.

Council Member Schmid noted Stanford Health Care provided good data regarding average scores, disparities, and prevention opportunities. Palo Alto did not resemble California, San Mateo County, or Santa Clara County numbers. He inquired about a method to determine the priority needs for Palo Alto.

Mr. Coe suggested the Committee utilize data from focus groups or consult with organizations that worked in the community.

Council Member Schmid asked if Stanford primarily utilized the expertise of County agencies.

Mr. Coe answered yes, to gather information. Both Santa Clara and San Mateo Counties hired consultants to perform research assessments.

Council Member Schmid believed cities did not have primary responsibility for providing healthcare, which was the reason for experts being located at the county level. A review of Palo Alto needs could identify different needs that did not fit the normal category of needs.

Mr. Coe indicated that could be possible. The 10 or 11 identified needs would be found in Palo Alto as well.

FINAL MINUTES

Council Member Schmid suggested an enrollment grant could be effective in supporting and encouraging residents to participate in existing programs. He inquired whether that could be a logical use of funds.

Mr. Coe replied yes. Stanford Health Care attempted to fund programs that provided services for people. Access to care enrollment would be a component of that.

Council Member Schmid felt greater participation in programs could provide a real benefit.

Chair Price recalled that Mr. Coe mentioned the lack of hospital capacity for emergency psychiatric hospitalization throughout the county. Those kinds of services were extraordinary expensive. Health and Safety Funds would not be an answer to that need; however, it underscored the need for collaboration and other opportunities.

Mr. Coe would be happy to act as a resource or expert for the Committee.

Amy Andonian, Avenidas President and CEO, advised that the true focus of all Avenidas' programs and services was healthy aging, access to healthcare, and social engagement. Whether funds were expended one-time only, over two or three years, or ongoing affected any proposal submitted. Funds could subsidize general operating expenses to support existing services and to ensure continuing service to existing clients and new clients. She was most attracted to the concept of funding community needs that were not addressed. A community needs assessment had not been conducted for quite some time in Palo Alto. There should be an opportunity to conduct a thorough community needs assessment before determining priorities.

Mary Hohensee, Avenidas Vice President of Development, reported Avenidas raised a large portion of its budget from the community. Aging could place some of the harshest strains on community resources if it was not addressed properly. The people who founded Avenidas wanted to help people as they aged to be in charge of their own lives. Services could not be isolated from community needs. Funding of capital needs would always be attractive to Avenidas. Avenidas had not expanded programs because of lack of space.

Council Member Klein asked if the Committee should support infrastructure projects or ongoing programs.

Ms. Andonian loved the idea of matching grants. Capital needs such as space were a primary focus for Avenidas. She assumed one-time funds could be utilized for fundraising needs and infrastructure needs.

FINAL MINUTES

Council Member Klein inquired whether other agencies serving seniors would have the same needs as Avenidas.

Ms. Andonian could not speak for other agencies. All agencies had wish lists; however, items on the lists would be different based on an organization's needs. With respect to allowing organizations to propose uses for funds, each organization should speak to its needs and how it addressed identified needs of the community. She shared her experience of identifying community needs while working at the County.

Council Member Klein suggested the City obtain the procedures the County used in that instance.

Chair Price asked if the County operated the program.

Ms. Andonian responded yes. The Board of Supervisors oversaw the program.

Council Member Klein inquired about who made the decision regarding awards.

Ms. Andonian answered the Board of Supervisors with Staff input. The County hired staff to evaluate proposals based on criteria it drafted. It was a scientific process.

Chair Price asked which department administered the program.

Ms. Andonian believed it was Family and Senior Services. The process required a great deal of time, but the outcome provided services to a diversity of ages. The County focused on case management and transportation for senior services.

Council Member Klein asked if Supervisors were involved in the process.

Ms. Andonian answered yes. Funds were awarded for general operational expenses and new programs. The County also provided some one-time funding.

Ms. Hohensee supported the use of matching grants. If an organization could not make a case for support to the community, then it could not make a case for support to the City. Matching grants could be obtained from foundations as well as the community. The Committee should engage the many foundations within the community for additional expertise and information.

FINAL MINUTES

Council Member Scharff was excited by Avenidas' expansion and was interested in utilizing some funds to support that. That seemed to provide a lasting benefit to the community.

Ms. Andonian reported Avenidas was raising funds to construct the building. The fundraising campaign manager and staff were discussing new programs and services for the building. One concept was to integrate the fields of technology, design, and engineering into the folds of Avenidas to identify solutions that would assist older adults. The new building would provide an age-friendly environment.

Council Member Scharff wondered whether a gym to replace the closing YMCA would fill a community need and bring more people into Avenidas. Gyms tended to become a community.

Ms. Hohensee did not want to duplicate services available elsewhere in the community. The fitness center would have special flooring, special grab bars, and instructors well-versed in senior exercise.

Ms. Andonian suggested in the future Avenidas could consider a fitness center for more active seniors.

Council Member Scharff asked if Uber services could be an alternative to purchasing a van.

Ms. Andonian reported a start-up called Lift Heroes used the Uber model to transform senior transportation. Aging 2.0 was working with Lift Heroes to provide services. Other funding sources were available for a new bus. The general consensus was to do something different and better than purchasing a bus.

Chair Price remarked that the issue was sustainability of funding and programs.

2. Health and Safety Funds (Stanford Development Agreement) Related to Youth Well-Being and Project Safety Net.

Carolyn Digovich, Youth Speaks Out, understood Project Safety Net (PSN) was being considered for restructuring. Youth Speaks Out originated under the Youth Collaborative and provided a safe environment for children to express themselves through the arts. Youth Speaks Out had some interventions every year.

Brenda Carrillo, Palo Alto Unified School District Student Services Coordinator and Project Safety Net Co-Chair, reported Palo Alto Unified

FINAL MINUTES

School District (PAUSD) valued the strong partnership with the City. The collaborative efforts of community partners had assisted PAUSD to better serve children, youth, and families struggling with mental health issues and to promote youth well-being. She looked forward to enhancing partnerships with the City.

Judy Jaramillo Argumedo, Palo Alto Unified School District Education Services Coordinator, advised that PSN collaborated across agencies and began a dialog about mental health and stigma. She participated in shaping a new vision and mission for PSN to begin new endeavors. She was proud of the work PSN achieved and hoped for further collaboration between the City and PAUSD.

Susan Usman, Parent Teacher Association Council President, indicated the Parent Teacher Association (PTA) had utilized PSN programs regarding Developmental Assets and building youth resiliency and well-being in most schools. The PTA hosted many parent education events with the focus of youth mental health. PSN was powerful for youth well-being.

Rob De Geus, Community Services Assistant Director, remarked that the Palo Alto community had a long history of collaboration for youth well-being. Past programs included Safer Summer, the Youth Master Plan, and the Youth Collaborative. Because the community valued collaboration, Project Safety Net was born and achieved some success. PSN began with a plan that included 22 strategies under education, prevention, and intervention. PSN was subjected to a second Strategic Plan process that resulted in a more focused strategic plan.

Minka Van Der Zwaag, Senior Program Manager, reported the Strategic Plan process began in the spring of 2013 and concluded in the fall of 2013. The collaborative could look back at significant accomplishments, but wanted to focus on the future. Discussions considered philosophy, core strategies, and structure. Compass Point led a collaborative planning process to revise the Strategic Plan. Community meetings resulted in a Strategic Plan with four elements. A collaborative needed a shared understanding of the spirit in which it wanted to work. Strategies crossed the spectrum from Developmental Assets to creating and nurturing meaningful connections to educating and training youth and adults access to mental health services for all youth. More work was still to be done. PSN's mark of success would be having children feel they were heard, valued, and supported.

Mr. De Geus commented that the partner organizations performed the work of PSN. No single organization could perform the work of youth well-being and suicide prevention. PSN had three working committees that

FINAL MINUTES

collaborated regarding community Engagement, community education, and mental health.

Ms. Van Der Zwaag advised that the Leadership Team was now comprised of longstanding and new participants. Over the past five years, the collaborative had learned that willing partners were necessary. PSN partners had a long history of good work in Palo Alto. Due to limited resources, partners could not do more or support greater capacity. PSN needed leadership beyond the City. Filling the position of PSN Director was difficult because of the high level of work and the lack of employment benefits. There was value to bringing the collaborative together to build relationships; however, it was difficult to find leaders for PSN committees.

Mr. De Geus felt it was important for PSN to document its work; however, PSN had not done as good a job as possible. PSN needed to document and measure effectively its work in order to maintain interest. The benefit of a collaborative was each partner working a little bit more and a little bit better.

Council Member Schmid asked if PSN instituted an annual survey.

Mr. De Geus indicated PAUSD performed several surveys. A survey of Developmental Assets was performed every five years and provided good data to guide PSN's work.

Ms. Van Der Zwaag reported PSN's next steps included embedding PSN's work in the community, bringing PSN's efforts into schools, and considering a shared leadership model. PSN was exploring the possibility of offering grants to agencies and individuals to work on suicide prevention and youth well-being. PSN was also considering the extent to which funding choices included sustainability.

Council Member Klein inquired about PSN expenditures.

Ms. Van Der Zwaag indicated PSN had spent about \$350,000 of the \$2 million the Council gave it. Over the past three years, about 48 percent of funding covered staff costs, 38-40 percent covered Track Watch, and the remainder covered program expenses.

Council Member Klein inquired about funds in the present fiscal year with no Director and no Track Watch.

Ms. Van Der Zwaag clarified that Track Watch continued to be a component of PSN. In the current year, personnel costs totaled approximately \$17,000. In FY 2014 costs were approximately \$40,000. With a full-time Director, costs increased to approximately \$94,000.

FINAL MINUTES

Council Member Klein asked if the City provided all funds.

Ms. Van Der Zwaag responded yes.

Council Member Klein asked if Staff conducted exit interviews with the two Directors.

Ms. Van Der Zwaag replied yes.

Council Member Klein requested the Directors' comments from those interviews.

Mr. De Geus reported the key concern was the provisional nature of the hourly position with no benefits.

Council Member Klein wondered whether that reason masked deeper concerns as the Directors knew the terms of employment before being hired.

Mr. De Geus explained that one Director's husband lost his job which provided benefits for the family. Working with different organizations and personalities could be difficult.

Council Member Schmid inquired whether a search was being conducted for a new Director.

Mr. De Geus answered no. Staff felt it was not prudent to expend funds for a Director at the current time. Staff wanted to discuss options for the position with the Council and PAUSD.

Council Member Klein inquired about additional concerns the Directors may have had.

Ms. Van Der Zwaag indicated a concern was identifying new leaders and workers from partner agencies. A deep concern to make wise decisions often led to paralysis such that new initiatives stalled.

Mr. De Geus added that the Director position had to build relationships across many organizations. PSN did not have the structure and funding to attract a high caliber professional needed in the position.

Council Member Klein asked if PSN was concerned with suicide prevention, youth well-being, or both. Youth well-being seemed to be an afterthought.

Mr. De Geus reported suicide prevention and youth well-being were equal. Some participants were passionate about suicide prevention, others about youth well-being.

FINAL MINUTES

Council Member Klein asked why the two should be kept together.

Mr. De Geus advised that the collaborative thought it was the right thing to do. All kids were at risk in some way. Most participants subscribed to youth well-being as opposed to suicide prevention.

Ms. Van Der Zwaag remarked that the collaborative addressed a balance between the two through the Strategic Plan.

Council Member Klein inquired whether PSN received real cooperation from PAUSD.

Mr. De Geus noted PAUSD had adopted suicide prevention policies and Developmental Assets and provided activities in support of those initiatives. PAUSD provided less support for keeping the collaborative together and guiding the vision for the community. The City largely managed the collaborative effort. Staff wanted PAUSD to have a stronger role in programming, services, and financial contributions.

Council Member Klein calculated expenditures of approximately \$50,000 per year would allow funding of PSN for the next 34 years. Expending those funds more aggressively would be wiser.

Mr. De Geus reported the Strategic Plan had a compelling vision of anticipated changes. The collaborative wanted to make funding available to partners. Partner organizations were doing the real work with programs. The Committee could obtain input from partner organizations.

Ms. Van Der Zwaag was excited by the possibility of using funds to provide grants to partner organizations. She supported grants for programs rather than administrative purposes.

Council Member Klein inquired whether utilizing funds for grants would mean the end of PSN.

Ms. Van Der Zwaag believed some core aspects of the collaborative could continue with little funding. A role for the collaborative and the Leadership Team would continue. PSN committees addressed the efforts needed to bring people together to address needs in the community.

Mr. De Geus felt the lack of a collaborative would result in a different kind of proposal to expend funds. If the collaborative continued, proposals would be much richer and deeper in terms of collaboration among the partners.

FINAL MINUTES

Ms. Van Der Zwaag suggested partner organizations could take on the work of PSN committees with the aid of grant funding. In that manner, the work of the committee could continue without City Staff leadership.

Council Member Schmid noted the City had been funding the infrastructure for the collaborative. A number of community partners had a deep interest in PSN initiatives. Staff appeared to be indicating that organizations would need new funding to support the goals of the new Strategic Plan.

Ms. Van Der Zwaag explained that Staff wanted partner agencies to consider outcomes of the new Strategic Plan that they could impact with additional funding.

Mr. De Geus added that partners helped write the new Strategic Plan. New investments would allow partners to do even better work in the community.

Council Member Schmid understood agencies were stating they could not continue existing programs with current resources.

Mr. De Geus advised that partners were not doing all they wanted to do. Partners were nonprofit agencies that constantly sought additional support in order to do more.

Council Member Schmid asked if Staff felt a larger investment and more funding was needed to help PSN achieve identified goals.

Mr. De Geus viewed the issue as community partners investing and sharing in the leadership of the collaborative. The City being the only contributor to the foundation was not a sustainable model for the long term. Larger organizations needed to participate as well.

Council Member Schmid recalled that a parent group established a program utilizing art to contribute to PSN initiatives.

Mr. De Geus indicated Youth Speaks Out could not have occurred without the collaborative process. Youth Speaks Out surrounded children with support from partners of PSN.

Chair Price felt continued work was needed in suicide prevention and youth well-being. She expressed concern around not having a PSN Director. Without that focus, it would be difficult to achieve success. In a shared governance model but with no additional support from partner agencies, PSN would remain under the auspices of the City. PSN had the foundations for a meaningful work plan. A stipend could provide benefits for a Director without committing the City to long-term benefits.

FINAL MINUTES

Ms. Van Der Zwaag reported the City offered the prior two Directors an increase that could support healthcare and time off after a specified length of employment. Staff was searching for methods to make the Director position attractive. Since the last Director departed, the collaborative had not fully discussed alternative models for grants. The collaborative wanted to get the work done. Grants for partner agencies would be a real way to get the work done. Perhaps the City could work with a partner agency to provide salary and benefits for a Director.

Chair Price suggested the Director position could be embedded within a nonprofit partner or a nonprofit partner could provide matching funds for salary and benefits. Financial engagement of partner agencies was important to sustaining PSN efforts. The City could learn from comparable collaborative efforts to make PSN more feasible and accountable.

Council Member Scharff felt PSN was not working and was not achieving its goals under the current model. The collaborative was the valuable component of PSN; however, partners were not willing to financially support the collaborative. He would oppose PSN becoming a grant organization unless Staff provided clear reasons for that. He was unclear as to the decision the Policy and Services Committee (Committee) was being asked to make. The Staff Report did not offer concrete suggestions for Committee action.

Mr. De Geus believed the item was intended to be a Study Session and update regarding Project Safety Net. Staff was not asking the Committee to make a decision. Staff was struggling with the City's role in PSN and with ways to execute the Strategic Plan.

Council Member Schmid believed the next step was a conversation about partnerships and PSN's role.

Mr. De Geus was concerned about the path forward.

Council Member Scharff wanted options for the Committee. A grant funding model seemed separate from retaining the collaborative. The first step was to determine goals.

James Keene, City Manager, explained that the challenge was outside Staff's experience and expertise. Project Safety Net had two aspects: providing a safety net for at-risk children and holding partners together to achieve human happiness. The collaborative was an activity, not an outcome. Council Members questioned the impact \$2 million could make on such a large issue. An important question was, what would the conversation be if there was no money. The money was secondary to ensuring youth well-

FINAL MINUTES

being. Funds could be seed money with an explicit expectation of return on investment. Staff needed basic policy direction with respect to the Committee's desires.

Council Member Klein struggled with youth well-being. Project Safety Net did not address the happy children in Palo Alto. Many organizations provided programs for children with no problems. He recalled a Children's Hospital speaker stating that 95 percent of children were born with no physical problems. Children's Hospital dealt with the remaining 5 percent.

Council Member Klein believed Project Safety Net focused on children who needed crisis intervention and was not in the youth well-being business. It would be difficult to change the expectation that the City would fund PSN. If funding of \$1.7 million earned \$85,000 a year in interest, PSN would never run out of funds because it was not spending \$85,000 a year. When he voted to award \$2 million to Project Safety Net, he expected part of the funds would support costs for Staff. Staff should provide information regarding Project Safety Net remaining as a collaborative or hiring a Director and increasing programs.

Council Member Schmid felt Project Safety Net should focus on youth well-being rather than suicide prevention. The success of PSN resulted from collaboration. Many community organizations were devoted to children's mental health issues. The City's role was to build a collaborative from those organizations. The City and PAUSD were responsible for leading the collaborative; however, the City should determine the extent of its partnership with PAUSD with respect to funding and structure.

Chair Price felt strongly about the characterization of mental health, mental illness, wellness, suicide prevention, and suicide ideation. The issue was not simply happy versus unhappy children. An individual's wellness covered a spectrum of issues. Statements made by the Committee were an oversimplification of the issues.

Council Member Scharff agreed mental health issues were complex. He wanted the City to spend funds wisely. Funds could support programs other than the collaborative.

Chair Price asked who would organize efforts if there was no collaborative.

Council Member Scharff clarified that without a Director, an approach other than a collaborative could be instituted.

Mr. De Geus would review that concept.

FINAL MINUTES

Council Member Scharff wanted Staff to provide and analyze options. He did not believe PSN should be a funding agency. Annual interest of \$100,000 combined with funds from collaborative partners could support a collaborative for the next 20 years. He supported the use of matching grants.

Mr. De Geus agreed that both youth well-being and suicide prevention were important. The issue was the City's role as a convening agency that brought people together around social issues. Staff was seeking commitments from partner organizations.

Ms. Van Der Zwaag advised that Staff was aware of their role in the collaborative and the initiatives they wanted to promote. However, they wanted to be responsible stewards of funds. Staff wanted Committee feedback.

Chair Price inquired about next steps for Staff returning to the Committee.

Mr. De Geus needed to meet with the City Manager to discuss the Committee's feedback, meet with PAUSD, and return with specific options for proceeding.

Mr. Keene did not believe Staff could provide options without direction from the Committee regarding mission and guiding principles.

Council Member Klein felt (inaudible) was a different category. Before the Committee could disburse the \$2 million, it needed to know (inaudible).

Mr. Keene suggested a larger discussion could determine the amount of money provided to Project Safety Net or youth well-being.

Council Member Klein wanted Staff to suggest a model. He did not believe establishing principles for health and welfare and adding another \$1 million would help.

Chair Price asked if Council Member Klein was suggesting preliminary efforts be made on the guiding principles, mission, and objectives for use of Stanford University Medical Center Development Agreement funds simultaneous with options for Project Safety Net.

Council Member Klein answered yes.

Chair Price believed deferring a discussion of guiding principles, mission, and objectives would prevent resources in the fund from being utilized to the best advantage. Staff capacity would determine how quickly they returned

FINAL MINUTES

with both or either item. She asked the City Manager if he had sufficient information to begin drafting guiding principles, mission, and objectives.

Mr. Keene suggested the Committee determine whether it had provided sufficient guidance or boundaries for Staff. If not, then Staff could make a first attempt at drafting those items.

Council Member Schmid inquired whether they were discussing a model for Project Safety Net.

Mr. Keene replied no.

Chair Price asked if the Committee needed to address Agenda Item Number 3 in more detail.

Mr. Keene responded yes. Some of the thinking about Project Safety Net could carry over to the Health and Safety Funds. A subcommittee could provide additional guidance to Staff.

Council Member Klein was comfortable with creating a subcommittee or with drafting general guidelines for Health and Safety Funds. The Council was not interested in establishing an endowment for other Stanford Development Agreement Funds, but this could be different.

Chair Price suggested the Committee discuss Agenda Item Number 3. A subcommittee could be created in the future if needed.

Council Member Schmid asked if Staff had sufficient information to proceed with Agenda Item Number 2.

Mr. De Geus was not sure Staff had sufficient information; however, Staff would make an attempt.

3. Health and Safety Funds (Stanford Development Agreement) Related to Guiding Principles, Mission and Objectives; Determine the Pace of Fund Disbursement; and Review Ways to Preserve or Extend the Funds Depending on Option Chosen.

Council Member Schmid understood from the earlier discussion that funds should be expended as one-time only funds. Programs should focus on the City's needs that were outside the purview of many organizations. Perhaps the first area could be access to care. A second area could be issues that were within the purview of the City such as homelessness. He was interested in the concept of designing a city that offered services that the elderly needed. Emergency preparedness was another option.

FINAL MINUTES

Council Member Scharff supported matching grants for one-time only funds. Outcomes should provide impact and meaning and be measurable. He concurred with focusing on issues within Palo Alto. Grants should demonstrate a preference for programs supporting the elderly. He hoped proposals would be innovative.

Chair Price felt Staff could draw on guiding principles promulgated by the Centers for Disease Control and Prevention (CDC) and on the Healthy Cities initiative. Some funding should support special projects that did not require ongoing operating funds. The key to success would be leveraging funds through creative recommendations from partners. Useful information could be obtained from foundations in the community as well as the County of Santa Clara (County).

Council Member Klein was intrigued by the County's process for awarding one-time funds. Reviewing proposals would be time consuming.

Chair Price inquired whether Council Member Klein was suggesting Staff utilize elements of the County's process.

Council Member Klein responded yes.

Council Member Schmid believed the Committee should identify three or four areas to focus proposals.

Council Member Scharff concurred.

Chair Price concurred.

Council Member Schmid suggested each Committee Member propose one or two areas.

Council Member Klein recalled Council Member Scharff suggested seniors.

Council Member Schmid proposed seniors, homeless, and access to care.

Council Member Scharff would not support homeless as an area.

Chair Price proposed broadening the area of seniors. Mental health issues affected the whole range of the community. The Committee could propose several areas and then narrow those to three or four areas.

Council Member Scharff wanted to focus on the programs of Stanford Health Care, Lucile Packard Children's Hospital, and Avenidas.

FINAL MINUTES

Council Member Klein did not agree. He wanted new nonprofit agencies to apply for grants.

Chair Price concurred with extending the scope beyond the three partners. She asked if Staff had sufficient information.

James Keene, City Manager, replied yes.

4. Discussion Regarding Possible Procedure to Vote to go Into Closed Session.

MOTION: Council Member Klein moved, seconded by Chair Price to continue Agenda Item Number 4.

Council Member Schmid felt the question was the amount of time needed to discuss the item.

SUBSTITUTE MOTION: Council Member Scharff moved, seconded by Council Member Schmid to hear Agenda Item Number 4.

Council Member Scharff advised that the question was whether to have a Motion to move into Closed Session. That would not require a great deal of discussion.

Council Member Klein asked if Council Member Scharff was proposing the San Francisco process.

Council Member Scharff replied no. The Council should vote to move into Closed Session rather than simply holding a Closed Session. Council Members should think about holding a Closed Session.

Chair Price asked if there would be any criteria or guidance for holding a Closed Session.

Council Member Scharff noted any discussion of whether to hold a Closed Session would be part of a public meeting.

James Keene, City Manager, understood the Motion would not change the definition of a Closed Session or the reasons for holding a Closed Session. The current practice was to notice a Closed Session, and at the appointed time the Council moved to the Closed Session. Under the Motion, Staff would agendize a Council vote to move into a recommended Closed Session. The public would have an opportunity to comment on the appropriateness of holding a Closed Session. The City Attorney would advise the Council as to whether State law allowed the Council to hold a Closed Session.

FINAL MINUTES

Council Member Scharff understood from the City Attorney that the Council had a choice whether to hold a Closed Session for almost all topics. Certain matters were required to be discussed in Closed Session. The better process would be a Council vote to retire to a Closed Session.

Chair Price inquired whether Council Members would vote without any input from Staff regarding their recommendation for a Closed or Open Session.

Council Member Scharff advised that a Council Member could move not to hold a Closed Session, at which point a Council Member could inquire about Staff's reasons for a Closed Session.

Mr. Keene reported the discussion would focus on holding an open meeting beyond the standard of the Brown Act. Some situations could compromise Staff's ability to explain the need for a Closed Session. In that situation, the City Attorney could provide the Council with a confidential memorandum, but that might occur after the fact.

Council Member Scharff suggested Staff simply state that Staff's reasons were confidential.

Council Member Schmid recalled two instances in which the Council questioned holding a Closed Session. In circumstances similar to those two instances, a brief discussion of the issues would be helpful.

Council Member Klein recalled moving an Open Session regarding interviews of finalists for the City Manager position in 2008.

Council Member Schmid felt a formal process to raise concerns would be beneficial.

Council Member Klein felt raising the issue of Closed Sessions encouraged future Council Members to vote against a Closed Session.

Council Member Schmid noted five votes in support of an Open Session were needed.

Council Member Klein believed Council Members would not support a Closed Session even though they knew a Closed Session was appropriate, because their vote would generate publicity.

Council Member Schmid was concerned that a vote and discussion would further lengthen Council meetings.

Council Member Klein would not support the Motion because the process was already in place.

FINAL MINUTES

Council Member Schmid inquired whether a Council Member could call for a vote prior to every Closed Session.

Molly Stump, City Attorney, reported that was permissible.

Council Member Scharff noted some Council Members did not attend the proceedings in Chambers prior to retiring to a Closed Session.

Council Member Klein believed a Motion could be offered at the beginning of a meeting when all Council Members were present.

SUBSTITUTE MOTION: Council Member Schmid moved, seconded by Council Member Scharff to recommend the City Council vote to go into Closed Session before going into Closed Session.

Council Member Schmid stated a vote was permissible; however, the Motion provided an official process.

Council Member Scharff added that a vote would increase transparency. This process would signal the community that a discussion could occur.

Council Member Schmid asked if a topic could be agendized as a Closed Session and an Open Session.

Ms. Stump responded yes. In order to hear an item in Open Session, the item had to be agendized as an Open Session.

Mr. Keene clarified that a topic had to be agendized as an Open Session to be heard at the same meeting.

Ms. Stump indicated the topic could be continued to a future meeting. A topic could be agendized as both a Closed and an Open Session if there was some question as to the Council's wishes. Although not legally required, a note on the Agenda indicating one or both of those sessions might not occur would be good.

Council Member Schmid believed the statement should clearly indicate a Closed Session or an Open Session was possible.

Mr. Keene explained that any discussion held in Closed Session required by law would be effectuated subsequently through a public discussion and action by the Council. The public should understand that the Council, in a Closed Session, was giving direction to Staff who would return to the Council for action in a public forum.

FINAL MINUTES

Council Member Klein did not believe there was a problem that warranted this action. A solution already existed.

Chair Price concurred with Council Member Klein.

SUBSTITUTE MOTION FAILED: 2-2 Klein, Price no

5. Auditor's Office Quarterly Report as of September 30, 2014.

Council Member Klein inquired about the amount of time needed to discuss Agenda Item Number 5.

Chair Price felt the item should be heard.

Council Member Scharff indicated some time would be required to discuss the future status of policy.

Harriet Richardson, City Auditor, reported the Franchise Fee Audit contained three objectives; two being performed by the City Auditor's Office and one by a consultant. Staff had almost completed their work on the two objectives. Information regarding the consultant's objective would be presented at a later time. The Utility Meter Audit was close to completion. Field work for the audit of Parking Funds was approximately 75 percent complete. With respect to the National Citizens Survey, the correct number of respondents was 796. The response rate was 27 percent, 2 percent lower than the previous year; however, 3,000 surveys rather than 1,200 were mailed to residents. Marketing efforts did not increase the rate of participation. The Sales and Use Tax Audit recovered \$31,699. The City received two hotline complaints during the quarter, and Staff closed both as unsubstantiated. In the future, Departments would report directly to the Policy and Services Committee regarding the status of responses to audit recommendations. Within the quarterly report, she would provide a summary of overall activity during the quarter.

Council Member Schmid suggested Audits of Franchise Fees and Utility Meters would not provide the greatest payback.

Ms. Richardson indicated the Utility Meter Audit resulted from issues identified during the Inventory Management Audit.

Council Member Schmid noted the numbers were higher for the National Citizens Survey. He requested a categorization of hotline complaints.

Ms. Richardson advised that most complaints pertained to employees' use of time. In most instances, there was no evidence to support complaints.

FINAL MINUTES

Council Member Schmid was interested in whether complaints concerned personnel or sexual orientation.

Ms. Richardson remarked that most complaints were related to personnel.

MOTION: Council Member Schmid moved, seconded by Council Member Klein to recommend the City Council accept the Auditor's Office Quarterly Report as of September 30, 2014.

MOTION PASSED: 4-0

Future Meetings and Agendas

Chair Price wished to review the status of Agenda Items.

Council Member Scharff did not find the issue of Council Minutes on the list of Agenda Items.

Khashayar Alaee, Senior Management Analyst, would add it to the list.

Council Member Scharff felt the item would not require a long discussion.

Council Member Schmid noted three Council Boards and Commissions utilized verbatim Minutes. That should return as soon as possible.

Mr. Alaee would request a report from the City Clerk's Office. The Agenda for November 13, 2014 contained five items.

Council Member Scharff inquired about amendments to the Fire Code.

Chair Price inquired about the status of the amendment of the Municipal Percent for Art Policy. She had requested a potential date for a second meeting in December if necessary.

David Carnahan, Deputy City Clerk, reported a date of December 3, 2014 at 6:00 p.m.

Mr. Alaee reported the Municipal Percent for Art Policy could return in either November or December.

Council Member Scharff preferred to hear the item in December as November's Agenda was full.

Council Member Klein reported online companies such as Airbnb.com could be violating the City's Zoning Code.

FINAL MINUTES

Council Member Scharff recalled the Planning Director indicated she could not provide information until April 2015.

Council Member Klein could not believe the issue would require that much time.

Chair Price requested Staff place the item on the December 2014 Agenda.

Mr. Alaei inquired if that issue was the same as implications of online travel companies.

Council Member Klein clarified that the Transient Occupancy Tax portion of the item had been taken care of. The question was whether residents were operating a hotel in a neighborhood zoned R-1.

Mr. Alaei would consult with Staff.

Chair Price indicated the issues of the Airport and recruitment were not primary concerns.

ADJOURNMENT: Meeting adjourned at 8:42 P.M.

Strategic Plan

Project Safety Net

Values & Guiding Principles

Collaboration
We effect change through the connections, creativity and contributions of our entire community working together.

Hope
We are committed to preventing the most preventable form of death, suicide.

Courage
We face suicide related stigma with strength and perseverance.

Integrity
We act with honesty and sincerity.

Cultural Awareness and Engagement
Sensitivity and respect for diverse individuals and communities guide our efforts.

Learning
Best practice and on-going reflection advance our work.

Problem Statement

The Palo Alto community struggles with the pain and loss of youth to suicide. There is urgency for on-going, coordinated community action to promote youth well-being and prevent suicide.

Strategies

Infuse the Developmental Assets framework in Palo Alto culture and policies
Create experiences across our community that foster meaningful connections among youth and adults

Train youth and adults in best practices for identifying and responding to emotional and psychological distress

Educate youth, parents and other adults in contact with youth about the risk factors for suicide such as mental health conditions, substance use and other stress factors

Engage in a community-wide storytelling and listening campaign through a variety of media
Learn and partner with community and faith groups to develop culturally specific education and outreach

Collaborate with the community, police department, media and Caltrain to reduce access to the train tracks and other means of lethal harm

Create a clear map of our community's youth mental health services and identify gaps
Advocate for increased and accessible mental health services for all youth

Anticipated Changes

→ Youth report increased personal and trusting connections to adults and peers in the Palo Alto community in order to foster youth well-being

→ Peers and adults in contact with youth are knowledgeable and equipped to respond to their distress or thoughts of suicide

→ Reduction of mental health stigma leading to acceptance and use of mental health services

→ Access to means of lethal harm is reduced

→ Our community's mental health services are robust, coordinated and accessible to all youth

ATTACHMENT D

PROJECT SAFETY NET HISTORY OF COLLABORATIVE

2009-2011

- Collaborative formed in the summer of 2009 in response to the first two teen suicides of five that occurred in the 2009-10 school year.
- The City and Palo Alto Unified School District (PAUSD) from inception were the co-lead agencies of the PSN Collaborative and included youth-serving agencies from across the city.
- In June 2010 PSN produced a report outlining 22 strategies addressing education, prevention, and intervention. Agencies and individuals engaged in the collaborative effort, signed Memos of Understanding (MOUs) to committing to work on one or more of the 22 strategies. (Attachment D – PSN Plan – 2010)
- This model resulted in some key early accomplishments. A few examples are below:
 - Resolutions by both the Council and PAUSD School Board adopting the Developmental Assets framework to youth development and suicide prevention policies.
 - A new method by which pediatricians screened their patients for depression and a new process (form) for sharing patient information among healthcare providers, school personnel and families in order to facilitate the transition of students back to the school setting after treatment.
 - A dedicated corps of Track Watch volunteers trained by Palo Alto Police Department (PAPD) and supplemented with paid guards.
- Unfortunately we experienced two more deaths by suicide in the fall of 2009 and one in the winter of 2010.
- The PSN model remained a loose collaborative with the City taking on the primary share of the administrative work to hold the collaborative together. The City staff was doing this on top of their regular duties.
- In 2011 the Collaborative engaged the consulting firm MIG to formalize a structure, paid for by a grant from the Santa Clara County Mental Health Department. (Attachment E – MIG Report)
- Council's support of the PSN collaborative led to the designation of \$2M in funding from the Stanford University Medical Center Development Agreement Health & Safety funds that would be used to hire a PSN Director. A director was hired in the spring of 2012.

2012-2014

- The PSN Director became the “backbone” of the PSN Collaborative, organizing meetings, tracking progress and relationship-building. The PSN Collaborative had accomplished a number of objectives from the 2010 PSN Plan and partner organizations expressed the need for greater clarity on mission and focus of PSN efforts moving forward.
- The Collaborative engaged in further Strategic Planning which resulted in a new Leadership Team, fewer full collaborative meetings (6 times per year versus monthly), a new subcommittee structure and streamlined set of goals. The Strategic Plan has five goals (known as “Anticipated Changes.”) (Attachment F – Strategic Plan – 2013)
- The PSN Director was offered another position in a neighboring community and resigned in late summer of 2013.
- The search for a new PSN Director did not yield a suitable pool of candidates for over six months. After several recruiting efforts a candidate was hired in May 2014 however was offered another job opportunity and resigned within four months of starting.
- Two teens died by suicide; one in October 2014 and one in November 2014.

2015

- Two teens died by suicide; one in January 2015 and one in March.
- Collaborative meeting attendance remains strong but engagement is low, especially when trying to fill committee membership and leadership roles.
- Many partners are making important progress in meeting PSN’s anticipated outcomes (as outlined in the 10/21/2014 report to the Policy and Services Committee)

Collective Impact

By John Kania & Mark Kramer

Stanford Social Innovation Review
Winter 2011

Copyright © 2011 by Leland Stanford Jr. University
All Rights Reserved

Collective Impact

LARGE-SCALE SOCIAL CHANGE REQUIRES BROAD CROSS-SECTOR COORDINATION, YET THE SOCIAL SECTOR REMAINS FOCUSED ON THE ISOLATED INTERVENTION OF INDIVIDUAL ORGANIZATIONS.

BY JOHN KANIA & MARK KRAMER

Illustration by Martin Jarrie

The scale and complexity of the U.S. public education system has thwarted attempted reforms for decades. Major funders, such as the Annenberg Foundation, Ford Foundation, and Pew Charitable Trusts have abandoned many of their efforts in frustration after acknowledging their lack of progress. Once the global leader—after World War II the United States had the highest high school graduation rate in the world—the country now ranks 18th among the top 24 industrialized nations, with more than 1 million secondary school students dropping out every year. The heroic efforts of countless teachers, administrators, and nonprofits, together with billions of dollars in charitable contributions, may have led to important improvements in individual schools and classrooms, yet system-wide progress has seemed virtually unobtainable.

Against these daunting odds, a remarkable exception seems to be emerging in Cincinnati. Strive, a nonprofit subsidiary of KnowledgeWorks, has brought together local leaders to tackle the student achievement crisis and improve education throughout greater Cincinnati and northern Kentucky. In the four years since the group was launched, Strive partners have improved student success in dozens of key areas across three large public school districts. Despite the recession and budget cuts, 34 of the 53 success indicators that Strive tracks have shown positive trends, including high school graduation rates, fourth-grade reading and math scores, and the number of preschool children prepared for kindergarten.

Why has Strive made progress when so many other efforts have failed? It is because a core group of community leaders decided to abandon their individual agendas in favor of a collective approach to improving student achievement. More than

300 leaders of local organizations agreed to participate, including the heads of influential private and corporate foundations, city government officials, school district representatives, the presidents of eight universities and community colleges, and the executive directors of hundreds of education-related nonprofit and advocacy groups.

These leaders realized that fixing one point on the educational continuum—such as better after-school programs—wouldn't make much difference unless all parts of the continuum im-

proved at the same time. No single organization, however innovative or powerful, could accomplish this alone. Instead, their ambitious mission became to coordinate improvements at *every* stage of a young person's life, from "cradle to career."

Strive didn't try to create a new educational program or attempt to convince donors to spend more money. Instead,

through a carefully structured process, Strive focused the entire educational community on a single set of goals, measured in the same way. Participating organizations are grouped into 15 different Student Success Networks (SSNs) by type of activity, such as early childhood education or tutoring. Each SSN has been meeting with coaches and facilitators for two hours every two weeks for the past three years, developing shared performance indicators, discussing their progress, and most important, learning from each other and aligning their efforts to support each other.

Strive, both the organization and the process it helps facilitate, is an example of *collective impact*, the commitment of a group of important actors from different sectors to a common agenda for solving a specific social problem. Collaboration is nothing new. The social sector is filled with examples of partnerships, networks, and other types of joint efforts. But collective impact initiatives are distinctly different. Unlike most



collaborations, collective impact initiatives involve a centralized infrastructure, a dedicated staff, and a structured process that leads to a common agenda, shared measurement, continuous communication, and mutually reinforcing activities among all participants. (See “Types of Collaborations” on page 39.)

Although rare, other successful examples of collective impact are addressing social issues that, like education, require many different players to change their behavior in order to solve a complex problem. In 1993, Marjorie Mayfield Jackson helped found the Elizabeth River Project with a mission of cleaning up the Elizabeth River in southeastern Virginia, which for decades had been a dumping ground for industrial waste. They engaged more than 100 stakeholders, including the city governments of Chesapeake, Norfolk, Portsmouth, and Virginia Beach, Va., the Virginia Department of Environmental Quality, the U.S. Environmental Protection Agency (EPA), the U.S. Navy, and dozens of local businesses, schools, community groups, environmental organizations, and universities, in developing an 18-point plan to restore the watershed. Fifteen years later, more than 1,000 acres of watershed land have been conserved or restored, pollution has been reduced by more than 215 million pounds, concentrations of the most severe carcinogen have been cut sixfold, and water quality has significantly improved. Much remains to be done before the river is fully restored, but already 27 species of fish and oysters are thriving in the restored wetlands, and bald eagles have returned to nest on the shores.

Or consider Shape up Somerville, a citywide effort to reduce and prevent childhood obesity in elementary school children in Somerville, Mass. Led by Christina Economos, an associate professor at Tufts University’s Gerald J. and Dorothy R. Friedman School of Nutrition Science and Policy, and funded by the Centers for Disease Control and Prevention, the Robert Wood Johnson Foundation, Blue Cross Blue Shield of Massachusetts, and United Way of Massachusetts Bay and Merrimack Valley, the program engaged government officials, educators, businesses, nonprofits, and citizens in collectively defining wellness and weight gain prevention practices. Schools agreed to offer healthier foods, teach nutrition, and promote physical activity. Local restaurants received a certification if they served low-fat, high nutritional food. The city organized a farmers’ market and provided healthy lifestyle incentives such as reduced-price gym memberships for city employees. Even sidewalks were modified and crosswalks repainted to encourage more children to walk to school. The result was a statistically significant decrease in body mass index among the community’s young children between 2002 and 2005.

Even companies are beginning to explore collective impact to tackle social problems. Mars, a manufacturer of chocolate brands such as M&M’s, Snickers, and Dove, is working with NGOs, local governments, and even direct competitors to improve the lives of more than 500,000 impoverished cocoa farmers in Cote d’Ivoire, where Mars sources a large portion of its cocoa. Research suggests

that better farming practices and improved plant stocks could triple the yield per hectare, dramatically increasing farmer incomes and improving the sustainability of Mars’s supply chain. To accomplish this, Mars must enlist the coordinated efforts of multiple organizations: the Cote d’Ivoire government needs to provide more agricultural extension workers, the World Bank needs to finance new roads, and bilateral donors need to support NGOs in improving health care, nutrition, and education in cocoa growing communities. And Mars must find ways to work with its direct competitors on pre-competitive issues to reach farmers outside its supply chain.

These varied examples all have a common theme: that large-scale social change comes from better cross-sector coordination rather than from the isolated intervention of individual organizations. Evidence of the effectiveness of this approach is still limited, but these examples suggest that substantially greater progress could be made in alleviating many of our most serious and complex social problems if nonprofits, governments, businesses, and the public were brought together around a common agenda to create collective impact. It doesn’t happen often, not because it is impossible, but because it is so rarely attempted. Funders and nonprofits alike overlook the potential for collective impact because they are used to focusing on independent action as the primary vehicle for social change.

ISOLATED IMPACT

Most funders, faced with the task of choosing a few grantees from many applicants, try to ascertain which organizations make the greatest contribution toward solving a social problem. Grantees, in turn, compete to be chosen by emphasizing how their individual activities produce the greatest effect. Each organization is judged on its own potential to achieve impact, independent of the numerous other organizations that may also influence the issue. And when a grantee is asked to evaluate the impact of its work, every attempt is made to isolate that grantee’s individual influence from all other variables.

In short, the nonprofit sector most frequently operates using an approach that we call *isolated impact*. It is an approach oriented toward finding and funding a solution embodied within a single organization, combined with the hope that the most effective organizations will grow or replicate to extend their impact more widely. Funders search for more effective interventions as if there were a cure for failing schools that only needs to be discovered, in the way that medical cures are discovered in laboratories. As a result of this process, nearly 1.4 million nonprofits try to invent independent solutions to major social problems, often working at odds with each other and exponentially increasing the perceived resources required to make meaningful progress. Recent trends have only reinforced this perspective. The growing interest in venture philanthropy and social entrepreneurship, for example, has greatly benefited the social sector by identifying and accelerating the growth of many high-performing nonprofits, yet it has also accentuated an emphasis on scaling up a few select organizations as the key to social progress.

Despite the dominance of this approach, there is scant evidence that isolated initiatives are the best way to solve many social problems in today’s complex and interdependent world. No single organization is responsible for any major social problem, nor can any single

JOHN KANIA is a managing director at FSG, where he oversees the firm’s consulting practice. Before joining FSG, he was a consultant at Mercer Management Consulting and Corporate Decisions Inc. This is Kania’s third article for the *Stanford Social Innovation Review*.

MARK KRAMER is the co-founder and a managing director of FSG. He is also the co-founder and the initial board chair of the Center for Effective Philanthropy, and a senior fellow at Harvard University’s John F. Kennedy School of Government. This is Kramer’s fifth article for the *Stanford Social Innovation Review*.

TYPES OF COLLABORATIONS

Organizations have attempted to solve social problems by collaboration for decades without producing many results. The vast majority of these efforts lack the elements of success that enable collective impact initiatives to achieve a sustained alignment of efforts.

Funder Collaboratives are groups of funders interested in supporting the same issue who pool their resources. Generally, participants do not adopt an overarching evidence-based plan of action or a shared measurement system, nor do they engage in differentiated activities beyond check writing or engage stakeholders from other sectors.

Public-Private Partnerships are partnerships formed between government and private sector organizations to deliver specific services or benefits. They are often targeted narrowly, such as developing a particular drug to fight a single disease, and usually don't engage the full set of stakeholders that affect the issue, such as the potential drug's distribution system.

Multi-Stakeholder Initiatives are voluntary activities by stakeholders from different sectors around a common theme. Typically, these initiatives lack any shared measurement of impact and the supporting infrastructure to forge any true alignment of efforts or accountability for results.

Social Sector Networks are groups of individuals or organizations fluidly connected through purposeful relationships, whether formal or informal. Collaboration is generally ad hoc, and most often the emphasis is placed on information sharing and targeted short-term actions, rather than a sustained and structured initiative.

Collective Impact Initiatives are long-term commitments by a group of important actors from different sectors to a common agenda for solving a specific social problem. Their actions are supported by a shared measurement system, mutually reinforcing activities, and ongoing communication, and are staffed by an independent backbone organization.

organization cure it. In the field of education, even the most highly respected nonprofits—such as the Harlem Children's Zone, Teach for America, and the Knowledge Is Power Program (KIPP)—have taken decades to reach tens of thousands of children, a remarkable achievement that deserves praise, but one that is three orders of magnitude short of the tens of millions of U.S. children that need help.

The problem with relying on the isolated impact of individual organizations is further compounded by the isolation of the nonprofit sector. Social problems arise from the interplay of governmental and commercial activities, not only from the behavior of social sector organizations. As a result, complex problems can be solved only by cross-sector coalitions that engage those outside the nonprofit sector.

We don't want to imply that all social problems require collective impact. In fact, some problems are best solved by individual organizations. In "Leading Boldly," an article we wrote with Ron Heifetz for the winter 2004 issue of the *Stanford Social Innovation Review*, we described the difference between *technical problems* and *adaptive problems*. Some social problems are technical in that the problem is well defined, the answer is known in advance, and one or a few organizations have the ability to implement the solution. Examples include funding college scholarships, building a hospital, or installing inventory controls in a food bank. Adaptive problems, by contrast, are complex, the answer is not known, and even if it were, no single entity has the resources or authority to bring about the necessary change. Reforming public education, restoring wetland environments, and improving community health are all adaptive problems. In these cases, reaching an effective solution requires learning by the stakeholders involved in the problem, who must then change their own behavior in order to create a solution.

vision for change, one that includes a common understanding of the problem and a joint approach to solving it through agreed upon actions. Take a close look at any group of funders and nonprofits that believe they are working on the same social issue, and you quickly find that it is often not the same issue at all. Each organization often has a slightly different definition of the problem and the ultimate goal. These differences are easily ignored when organizations work independently on isolated initiatives, yet these differences splinter the efforts and undermine the impact of the field as a whole. Collective impact requires that these differences be discussed and resolved. Every participant need not agree with every other participant on all dimensions of the problem. In fact, disagreements continue to divide participants in all of our examples of collective impact. All participants must agree, however, on the primary goals for the collective impact initiative as a whole. The Elizabeth River Project, for example, had to find common ground among the different objectives of corporations, governments, community groups, and local citizens in order to establish workable cross-sector initiatives.

Funders can play an important role in getting organizations to act in concert. In the case of Strive, rather than fueling hundreds of strategies and nonprofits, many funders have aligned to support Strive's central goals. The Greater Cincinnati Foundation realigned its education goals to be more compatible with Strive, adopting Strive's annual report card as the foundation's own measures for progress in education. Every time an organization applied to Duke Energy for a grant, Duke asked, "Are you part of the [Strive] network?" And when a new funder, the Carol Ann and Ralph V. Haile Jr./U.S. Bank Foundation, expressed interest in education, they were encouraged by virtually every major education leader in Cincinnati to join Strive if they wanted to have an impact in local education.¹

Shifting from isolated impact to collective impact is not merely a matter of encouraging more collaboration or public-private partnerships. It requires a systemic approach to social impact that focuses on the relationships between organizations and the progress toward shared objectives. And it requires the creation of a new set of nonprofit management organizations that have the skills and resources to assemble and coordinate the specific elements necessary for collective action to succeed.

THE FIVE CONDITIONS OF COLLECTIVE SUCCESS

Our research shows that successful collective impact initiatives typically have five conditions that together produce true alignment and lead to powerful results: a common agenda, shared measurement systems, mutually reinforcing activities, continuous communication, and backbone support organizations.

Common Agenda | Collective impact requires all participants to have a shared

Shared Measurement Systems | Developing a shared measurement system is essential to collective impact. Agreement on a common agenda is illusory without agreement on the ways success will be measured and reported. Collecting data and measuring results consistently on a short list of indicators at the community level and across all participating organizations not only ensures that all efforts remain aligned, it also enables the participants to hold each other accountable and learn from each other's successes and failures.

It may seem impossible to evaluate hundreds of different organizations on the same set of measures. Yet recent advances in Web-based technologies have enabled common systems for reporting performance and measuring outcomes. These systems increase efficiency and reduce cost. They can also improve the quality and credibility of the data collected, increase effectiveness by enabling grantees to learn from each other's performance, and document the progress of the field as a whole.²

All of the preschool programs in Strive, for example, have agreed to measure their results on the same criteria and use only evidence-based decision making. Each type of activity requires a different set of measures, but all organizations engaged in the same type of activity report on the same measures. Looking at results across multiple organizations enables the participants to spot patterns, find solutions, and implement them rapidly. The preschool programs discovered that children regress during the summer break before kindergarten. By launching an innovative "summer bridge" session, a technique more often used in middle school, and implementing it simultaneously in all preschool programs, they increased the average kindergarten readiness scores throughout the region by an average of 10 percent in a single year.³

Mutually Reinforcing Activities | Collective impact initiatives depend on a diverse group of stakeholders working together, not by requiring that all participants do the same thing, but by encouraging each participant to undertake the specific set of activities at which it excels in a way that supports and is coordinated with the actions of others.

The power of collective action comes not from the sheer number of participants or the uniformity of their efforts, but from the coordination of their differentiated activities through a mutually reinforcing plan of action. Each stakeholder's efforts must fit into an overarching plan if their combined efforts are to succeed. The multiple causes of social problems, and the components of their solutions, are interdependent. They cannot be addressed by uncoordinated actions among isolated organizations.

All participants in the Elizabeth River Project, for example, agreed on the 18-point watershed restoration plan, but each is playing a different role based on its particular capabilities. One group of organizations works on creating grassroots support and engagement among citizens, a second provides peer review and recruitment for industrial participants who voluntarily reduce pollution, and a third coordinates and reviews scientific research.

The 15 SSNs in Strive each undertake different types of activities at different stages of the educational continuum. Strive does not prescribe what practices each of the 300 participating organizations should pursue. Each organization and network is free to chart its own course consistent with the common agenda, and informed by the shared measurement of results.

Continuous Communication | Developing trust among nonprofits, corporations, and government agencies is a monumental challenge. Participants need several years of regular meetings to build up enough experience with each other to recognize and appreciate the common motivation behind their different efforts. They need time to see that their own interests will be treated fairly, and that decisions will be made on the basis of objective evidence and the best possible solution to the problem, not to favor the priorities of one organization over another.

Even the process of creating a common vocabulary takes time, and it is an essential prerequisite to developing shared measurement systems. All the collective impact initiatives we have studied held monthly or even biweekly in-person meetings among the organizations' CEO-level leaders. Skipping meetings or sending lower-level delegates was not acceptable. Most of the meetings were supported by external facilitators and followed a structured agenda.

The Strive networks, for example, have been meeting regularly for more than three years. Communication happens between meetings too: Strive uses Web-based tools, such as Google Groups, to keep communication flowing among and within the networks. At first, many of the leaders showed up because they hoped that their participation would bring their organizations additional funding, but they soon learned that was not the meetings' purpose. What they discovered instead were the rewards of learning and solving problems together with others who shared their same deep knowledge and passion about the issue.

Backbone Support Organizations | Creating and managing collective impact requires a separate organization and staff with a very specific set of skills to serve as the backbone for the entire initiative. Coordination takes time, and none of the participating organizations has any to spare. The expectation that collaboration can occur without a supporting infrastructure is one of the most frequent reasons why it fails.

The backbone organization requires a dedicated staff separate from the participating organizations who can plan, manage, and support the initiative through ongoing facilitation, technology and communications support, data collection and reporting, and handling the myriad logistical and administrative details needed for the initiative to function smoothly. Strive has simplified the initial staffing requirements for a backbone organization to three roles: project manager, data manager, and facilitator.

Collective impact also requires a highly structured process that leads to effective decision making. In the case of Strive, staff worked with General Electric (GE) to adapt for the social sector the Six Sigma process that GE uses for its own continuous quality improvement. The Strive Six Sigma process includes training, tools, and resources that each SSN uses to define its common agenda, shared measures, and plan of action, supported by Strive facilitators to guide the process.

In the best of circumstances, these backbone organizations embody the principles of adaptive leadership: the ability to focus people's attention and create a sense of urgency, the skill to apply pressure to stakeholders without overwhelming them, the competence to frame issues in a way that presents opportunities as well as difficulties, and the strength to mediate conflict among stakeholders.

FUNDING COLLECTIVE IMPACT

Creating a successful collective impact initiative requires a significant financial investment: the time participating organizations must dedicate to the work, the development and monitoring of shared measurement systems, and the staff of the backbone organization needed to lead and support the initiative's ongoing work.

As successful as Strive has been, it has struggled to raise money, confronting funders' reluctance to pay for infrastructure and preference for short-term solutions. Collective impact requires instead that funders support a long-term process of social change without identifying any particular solution in advance. They must be willing to let grantees steer the work and have the patience to stay with an initiative for years, recognizing that social change can come from the gradual improvement of an entire system over time, not just from a single breakthrough by an individual organization.

This requires a fundamental change in how funders see their role, from funding organizations to leading a long-term process of social change. It is no longer enough to fund an innovative solution created by a single nonprofit or to build that organization's capacity. Instead, funders must help create and sustain the collective processes, measurement reporting systems, and community leadership that enable cross-sector coalitions to arise and thrive.

This is a shift that we foreshadowed in both "Leading Boldly" and our more recent article, "Catalytic Philanthropy," in the fall 2009 issue of the *Stanford Social Innovation Review*. In the former, we suggested that the most powerful role for funders to play in addressing adaptive problems is to focus attention on the issue and help to create a process that mobilizes the organizations involved to find a solution themselves. In "Catalytic Philanthropy," we wrote: "Mobilizing and coordinating stakeholders is far messier and slower work than funding a compelling grant request from a single organization. Systemic change, however, ultimately depends on a sustained campaign to increase the capacity and coordination of an entire field." We recommended that funders who want to create large-scale change follow four practices: take responsibility for assembling the elements of a solution; create a movement for change; include solutions from outside the nonprofit sector; and use actionable knowledge to influence behavior and improve performance.

These same four principles are embodied in collective impact initiatives. The organizers of Strive abandoned the conventional approach of funding specific programs at education nonprofits and took responsibility for advancing education reform themselves. They built a movement, engaging hundreds of organizations in a drive toward shared goals. They used tools outside the nonprofit sector, adapting GE's Six Sigma planning process for the social sector. And through the community report card and the biweekly meetings of the SSNs they created actionable knowledge that motivated the community and improved performance among the participants.

Funding collective impact initiatives costs money, but it can be a highly leveraged investment. A backbone organization with a modest annual budget can support a collective impact initiative of several hundred organizations, magnifying the impact of millions or even billions of dollars in existing funding. Strive, for example, has a \$1.5 million annual budget but is coordinating the efforts and

increasing the effectiveness of organizations with combined budgets of \$7 billion. The social sector, however, has not yet changed its funding practices to enable the shift to collective impact. Until funders are willing to embrace this new approach and invest sufficient resources in the necessary facilitation, coordination, and measurement that enable organizations to work in concert, the requisite infrastructure will not evolve.

FUTURE SHOCK

What might social change look like if funders, nonprofits, government officials, civic leaders, and business executives embraced collective impact? Recent events at Strive provide an exciting indication of what might be possible.

Strive has begun to codify what it has learned so that other communities can achieve collective impact more rapidly. The organization is working with nine other communities to establish similar cradle to career initiatives.⁴ Importantly, although Strive is broadening its impact to a national level, the organization is not scaling up its own operations by opening branches in other cities. Instead, Strive is promulgating a flexible process for change, offering each community a set of tools for collective impact, drawn from Strive's experience but adaptable to the community's own needs and resources. As a result, the new communities take true ownership of their own collective impact initiatives, but they don't need to start the process from scratch. Activities such as developing a collective educational reform mission and vision or creating specific community-level educational indicators are expedited through the use of Strive materials and assistance from Strive staff. Processes that took Strive several years to develop are being adapted and modified by other communities in significantly less time.

These nine communities plus Cincinnati have formed a community of practice in which representatives from each effort connect regularly to share what they are learning. Because of the number and diversity of the communities, Strive and its partners can quickly determine what processes are universal and which require adaptation to a local context. As learning accumulates, Strive staff will incorporate new findings into an Internet-based knowledge portal that will be available to any community wishing to create a collective impact initiative based on Strive's model.

This exciting evolution of the Strive collective impact initiative is far removed from the isolated impact approach that now dominates the social sector and that inhibits any major effort at comprehensive, large-scale change. If successful, it presages the spread of a new approach that will enable us to solve today's most serious social problems with the resources we already have at our disposal. It would be a shock to the system. But it's a form of shock therapy that's badly needed. ■

Notes

- 1 Interview with Kathy Merchant, CEO of the Greater Cincinnati Foundation, April 10, 2010.
- 2 See Mark Kramer, Marcie Parkhurst, and Lalitha Vaidyanathan, *Breakthroughs in Shared Measurement and Social Impact*, PSG Social Impact Advisors, 2009.
- 3 "Successful Starts," United Way of Greater Cincinnati, second edition, fall 2009.
- 4 Indianapolis, Houston, Richmond, Va., and Hayward, Calif., are the first four communities to implement Strive's process for educational reform. Portland, Ore., Fresno, Calif., Mesa, Ariz., Albuquerque, and Memphis are just beginning their efforts.