



October 24, 2019

ACTION ITEM

SUBJECT: HOME VISITING STATE-WIDE INFRASTRUCTURE

Strategic Plan Priority Area: Family Functioning

Goal: All families have the knowledge, skills, and resources to support their children's optimal development.

SUMMARY OF THE ISSUE

The need for coordination and collaboration across local home visiting programs has never been more critical as local entities stretch their capacity to draw down the significant amount of available home visiting funding (more than \$230 million in the 2019–20 Budget), and ensure vulnerable families can access critical services and supports. The purpose of this one-time, multi-year funding is to help counties create a sustainable, unified home visiting system that supports families with the services they need and maximize available funding to serve more families. This funding will help counties:

1. Build an efficient and sustainable home visiting system to:
 - a. Assess and address county and agency readiness to collaborate
 - b. Identify and overcome barriers to systems coordination and alignment
2. Integrate home visiting into other local early childhood development systems
3. Promote regional and inter-regional collaboration and coordination to leverage resources and expertise

RECOMMENDATION

First 5 California staff recommends the Commission approve up to \$24 million over six fiscal years (FY 2019–2020 through FY 2024–2025) for one-time, multi-year home visiting coordination funding.

BACKGROUND OF KEY ISSUES

In 2018–19, California spent nearly \$122 million on home visiting. Governor Newsom’s 2019–20 Budget includes a significant and increased investment in home visiting through a mix of federal funds and General Fund. This brings the total home visiting investment in FY 2019–20 to nearly \$230 million.

In 2017, nearly 45,000 families were served through a combination of federal and local funding for home visiting services. In the 2018–19 Budget, one-time TANF funds for the CalWORKS Home Visiting Initiative targeted support for more than 10,000 additional families. By 2021, through a mix of new state and federal funding, the overall number of families served is expected to triple.

Data from the 2017–18 First 5 California Annual Report Data System shows 55 of the 58 California counties implement at least one home visiting program through local First 5 county investments, California Home Visiting Program (CHVP), or CalWORKS Home Visiting Program (HVP) funding. Specifically, 44 of 58 counties implement CalWORKS-funded models including Healthy Families America, Nurse Family Partnership, and Parents as Teachers; 22 counties implement either HFA or NFP through MIECHV funding; 36 counties use local county commission funding for evidence-based or local models.

Although most counties offer home visiting to families, counties report being at different stages of service coordination. For most, home visiting programs operate as separate and distinct when they actually have many shared goals, principles, and desired outcomes across both home visiting and other maternal and infant health programs. Planned and supported coordination across multiple home visiting agencies can help identify gaps in service and resources as well as strengths, and fill a need projected by the Strong Start Index for babies born in the lowest 10% of their county.

First 5 staff recommends the Commission support improved coordination, communication, and alignment of local home visiting efforts between county departments of social services and public health, and First 5s. The Home Visiting Applied Research Collaborative (HARC) defines service coordination as the “intentional organization of activities between two or more [entities] to facilitate, in partnership with the family, the delivery of the right services in the right setting at the right time.” HARC developed a framework, guiding principles, and indicators to strengthen home visiting coordination capacity and practice within health and human services; this framework will be used, along with other research, to measure outcomes of this investment.

1. Build an Efficient and Sustainable Local Home Visiting System

With the rapid release of significant new funding and expectation to target the most vulnerable families through evidence-based programs, it is imperative that local agencies currently invested in home visiting or interested in drawing down home visiting funds coordinate to maximize impact on family well-being. To realize this goal, local home visiting programs must communicate with each other regularly,

refer families to one another whenever indicated by the needs of the child and parents, and invest in shared system elements that enable them to work together toward collective goals and common outcomes. This type of work is known as *collective impact* ([see www.collectiveimpactforum.org](http://www.collectiveimpactforum.org)), a model for changing systems and improving community outcomes guided by five conditions: a common vision, a shared agenda, mutually reinforcing activities, continuous communication, and “backbone” support. The backbone organization mobilizes, coordinates, and facilitates the process of collective impact.

This funding will provide the backbone support that enables county-level home visiting implementing agencies to strengthen, expand, and sustain their evidence-based home visiting programs, whether county agencies are just beginning to coordinate or are further along in their inter-agency coordination journey.

- a. **Planning: Assess and Address Readiness to Coordinate.** A national study of home visiting coordination found, “Partners reports of the quality of their collaboration with one another were associated with achieving the initiatives goals of implementation with fidelity, scale up, and sustainability (Mathematica Policy Research, 2014).” A key to launch or expansion is readiness to implement and coordinate home visiting services.

In ten counties, no HVP- or CHVP-funded home visiting programs exist; in seven of these, only the local First 5 county commission is investing in home visiting while in the remaining three, there is no reported home visiting program. These counties, as well as others that are newer to implementing evidence-based models, could benefit from funding for planning activities. Planning funding will enable counties to assess and address local agencies’ readiness to engage in systems-changing collaboration, including, but not limited to:

- Conducting a strengths and needs assessment to map home visiting services across the county (if they exist)
- Identifying existing programs’ assets challenges to launching evidence-based programs
- Offering resources and supports to build agency motivation, capacity, and commitment to engage in collaborative home visiting efforts
- Co-authoring applications for new home visiting funds to support local families

- b. **Implementation: Identify and Overcome Barriers to System Coordination and Alignment.** At least 30 counties use a combination of First 5 county funding and HVP and/or CHVP funding for home visiting services. Some of these counties have a long history of collaboration to achieve system levels change, can benefit from the coordination funding, and could mentor other counties. Coordination within and across home visiting programs is a focus of several state

and national efforts (West, et al, 2018). They highlight key systems coordination and alignment activities such as:

- Developing formal agreements or memoranda of understanding (MOUs), support communication, coordinated funding, referral, and information sharing across agencies
- Defining shared accountability and staff responsibility for assessment, screening, referral, and follow through of service provision within and across home visiting programs
- Developing shared intake and referral processes so that families receive the most appropriate home visiting services available
- Using a shared data system to collect information on key home visiting indicators, and perhaps across multiple maternal and infant health programs
- Identifying and addressing cross-training opportunities and common technical assistance needs for home visitors across programs and models
- Identifying and overcoming system barriers to adequate supports and resources to sustain implementation of evidence-based programs with a high degree of fidelity over time

2. Integration: Integrate home visiting into other local early childhood development systems

Home visiting is a strategy connected to and depended upon an array of early childhood services and should be integrated into planning with other early childhood planning efforts. It is important for leadership within different early childhood systems to come together regularly to create a seamless continuity of services for families enrolled in multiple early childhood programs.

This funding will support local cross-system coordination, including, but not limited to:

- Creating MOUs, policies and procedures, and transition plans for families using services across multiple systems
- Initiating opportunities for staff across systems to understand one another's services
- Identifying and addressing cross-system staffing attrition attributed to significant home visiting state funding and attention

3. Collaboration: Promote regional and inter-regional networking

With 58 counties at different stages of collaboration, all working toward a common goal, a regional approach to supporting counties can improve the likelihood of successful local collaboration and sustainable local home visiting systems. A regional body can increase system efficiencies by hiring technical assistance providers who can serve multiple counties, collect and distribute resources to counties with similar needs within and across regions, and connect more experienced counties with newer counties for mentoring. Regionally supported staff and resources are more likely to increase capacity and decrease duplication of effort, thereby creating economies of scale which lead to more sustainable home visiting systems. Further, an inter- and intra-regional approach, also called “network strategy” can bolster shared learning and has been shown to be effective in systems change efforts. Network strategy is grounded in strategic connectivity where individual network participants bring their efforts into a shared domain of learning, share knowledge and resources, and collaborate to achieve independent and collective goals. The network strategy is particularly powerful when individuals across the network are at different stages of development.

Expected Outcomes

Staff recommends the Commission offer grants to support a continuum of planning and implementation activities, as described in 1.a. and 1.b., as well as systems integration and collaboration. The one-time, catalytic funding is meant to provide necessary resources for counties to access expert consultants and time-limited facilitators, and reach agreement with other home visiting program implementing agencies about coordination activities. At minimum, this funding and increased collaboration is expected to yield significant systems changes, including, but not limited to:

- More counties will have cross-agency understanding of their population needs and demonstrate readiness to collaborate on home visiting services
- County agencies will be more likely to draw down funds
- Shared local referral systems and data sharing agreements will enable more families to be served more effectively and efficiently
- Resource sharing and partnerships within counties, across counties, and across regions will promote a stronger early childhood system, with home visiting embedded as a vital component leading to strong family outcomes

Funding Details and Timeline

The funding request of up to \$24 million was calculated with the assumption every county will be interested and need funding for planning, implementation, or both. While staff have information about the types of home visiting programs offered by counties, staff will need additional information from counties to help identify and match counties to

the type of funding. It is possible some counties already have fully coordinated home visiting systems and will not need the funding to coordinate. These counties may be interested in acting as mentor counties. Other considerations include:

- Funding for planning will be available for up to two years. Following this period, these counties will be eligible for funding for implementation.
- A portion of the funding will be allocated to regionally implemented supports which include incentivizing mentors, resource collection and sharing, and other network strategies.
- Planning funds will be administered through a regional strategy where counties can benefit from mentors and shared expert consultants. No match will be required for funding spent on planning activities and mentors.
- Counties interested in implementation funds will be eligible to receive a maximum amount of funding annually in 1:1 match; the funding will be structured to incentivize regional approaches to local coordination but will not restrict individual counties from applying.
- Staff are looking into the feasibility of different ways to disseminate funding to counties and regions: through grants, a request for application (RFA) process, or a combination.

Between November and March, staff will work with counties to gather additional information about their interest in planning or implementation funding. In addition, staff will finalize a scope of work for the regional work, and a strategy for disseminating the funding. Depending on the outcome of county information-gathering, some funding may be available by April 2020, however staff anticipate most counties will receive their funding beginning July 1, 2020, and will need five full years of coordination support.

SUMMARY OF PREVIOUS COMMISSION DISCUSSION AND ACTION

Home visiting information items were presented to the Commission in January 2016 and April 2019. In July 2019, the Commission approved up to \$2 million over a two-year period from the Research and Development account for a contracted evaluator to conduct a study of the current home visiting workforce, project future workforce needs, and recommend policy and infrastructure investments to address the workforce gap.

FISCAL ANALYSIS

Funding authority is requested for Home Visiting Coordination as follows:

- \$10 million from the Research and Development account
- \$14 million from the Education account

- Up to \$1 million will be available in 2019–2020; the other \$23 million will be distributed evenly across the remaining years.

Funding Account	Examples of Planning and Implementation Activities	Funding Amount
Research and Development	For county-specific activities such as: <ul style="list-style-type: none"> • Mapping strengths, needs, and gaps • Aligning data collection tools and systems • Technical assistance on use of data for decision-making 	\$10 million
Education	For county and regional supports such as: <ul style="list-style-type: none"> • Facilitating collaboration • Compensating mentors • Expert consultants to support systems integration • Inter and intra-region Communication • Resource collection and distribution 	\$14 million

ATTACHMENTS

- A. Policy Recommendations for Home Visiting Expansion Dollars

REFERENCES

Mathematica Policy Research (June 2014). Supporting Evidence-Based Home Visiting to Prevent Child Maltreatment, June 2014: Making replication work: Building infrastructure to implement, scale-up, and sustain evidence-based early childhood home visiting programs with fidelity.

West A., Gruss K., Correll L., Duggan A.K., & Minkovitz C.S. (2018). *Service Coordination in Home Visiting: A Toolkit for Practice and Research*. Home Visiting Applied Research Collaborative. Available at <https://www.hvresearch.org/service-coordination-toolkit/>.