

CITY OF BELLEVUE  
HUMAN SERVICES COMMISSION  
MINUTES

September 19, 2017  
6:00 p.m.

Bellevue City Hall  
City Council Conference Room 1E-113

COMMISSIONERS PRESENT: Chairperson Villar, Commissioners Kline, Ma, McEachran, Mercer, Oxrieder, Perelman

COMMISSIONERS ABSENT: None

STAFF PRESENT: Alex O'Reilly, Christy Stangland, Helena Stephens, Department of Parks and Community Services; Nancy LaCombe, City Manager's Office

GUEST SPEAKERS: None

RECORDING SECRETARY: Gerry Lindsay

1. CALL TO ORDER

The meeting was called to order at 6:03 p.m. by Chair Villar who presided.

2. ROLL CALL

Upon the call of the roll, all Commissioners were present with the exception of Commissioner Perelman, who arrived at 6:16 p.m.

3. PETITIONS AND COMMUNICATIONS – None

4. STAFF AND COMMISSION REPORTS

Commissioner McEachran noted that earlier in the day a group of elderly members of his faith community formed an assembly line and created 101 welcoming bags for the Imagine Housing project Athene. The senior citizens who will occupy those units will each be given one of the welcome bags.

Commissioner Oxrieder said she attended Welcoming 101 sponsored by the Eastside Refugee and Immigrant Coalition. The event on September 15 was held at the Redmond library. The turnout was small. Bellevue is a certified welcoming community and the city was mentioned several times as leading the way.

Human Services Manager Alex O'Reilly noted that the Commissioners had previously had a number of questions regarding processes and how to give input on activities

related to homelessness. She introduced Nancy LaCombe, newly appointed Assistant Director in the City Manager's Office.

Ms. LaCombe commented that in August two interim official controls were set, one prohibiting safe injection sites citywide, and the other involving code amendments for where homeless shelters can locate. Both topics will be the subject of public hearings on September 25. The Council could act on the safe injection sites issue as early as mid-October, but the homeless shelter regulations will require more work over the coming months. The interim controls put in place are only good for six months and if at the end of that time the Council has not been able to determine what codes should be put in place relative to a permanent shelter, an additional public hearing will be required in order to extend the controls for another six months. A comprehensive presentation on the state of homelessness in Bellevue will be provided to the Council on October 9. She said the information could be shared with the Commission as well.

Commissioner Mercer pointed out that throughout the year folks and groups provide the Commission with information regarding homelessness, and that the Commission is directly involved in developing the Needs Update. She said she would like to see the Commission involved in putting together information to be shared with the Council, rather than receiving information after the Council receives it. Ms. LaCombe agreed some attention should be given to what role the Commission should play in the process. The current focus is simply on updating information that was provided to the Council in November 2016.

Commissioner McEachran commented that the election season is underway and it may result in some changes at the Council level. Additionally, Bellevue Way has an anti injection center mystique about it, and in Eastgate there are signed posted reading "Shelter Yes, Eastgate No." The new owners of the Lincoln Executive Center are on record in the *Puget Sound Business Journal* with plans to build up to eight stories tall by 2020, and the Boeing buildings at the old airfield were recently sold and plans are being made to build up to 12 stories on that site. Given all that is going on in regard to local politics, the pathway to seeing facilities developed in Eastgate looks very muddy. Pathways of understanding regarding how to get there are needed.

Commissioner Mercer commented that wherever the shelter lands, the Commission is invested in making sure it will be successful. The Commission should be sought out for input into the development plan once things get to that stage. Ms. Lacombe said the development agreement will serve as an outline of how the shelter is going to work. The agreement also will address the development standards that will be required when it comes time to construct a shelter. The Council has on several occasions highlighted the desire to have community input relative to formulating the development agreement. Input from the Commission will certainly be appreciated.

Commissioner McEachran said the communication pathways need to be utterly clear going forward. He encouraged developing talking points for everyone to use in making sure a common message is shared, hopefully ahead of the rumor mills.

Ms. O'Reilly said she would ask Ms. LaCombe to visit with the Commission periodically with updates.

## 5. DISCUSSION

### A. Eastside Pathways Update

Ms. O'Reilly introduced Stephanie Cherrington, Executive Director of Eastside Pathways, and Alka Manchanda, a member of the Eastside Pathways Board.

Ms. Cherrington reminded the Commissioners that earlier in the year the Council approved a \$400,000 funding agreement with Eastside Pathways. The city's investment supports and provides access for Bellevue's families and children, particularly the low-income populations and communities of color.

The mission of the Eastside Pathways partnership, made up of over 65 organizations, including the city, is to shape systems to support all children from cradle to career. The mission of the Backbone is to mobilize the community to shape the system. The distinction, though sometimes lost, is important. The city's funding is aimed at supporting the Backbone to mobilize the community. In order to effectively mobilize the community to shape systems, the Backbone uses data, engages the broader community in the work, ensures that the Partnership defines common goals, guides the strategy of the Partnership and communicates the outcomes of the work of the Partnership.

There are five main goals around which the collaboratives or workgroups are organized. The various collaboratives are focused on school readiness, summer and extended learning, attendance, transitions, career pathways, mental health and wellbeing, community engagement and business engagement.

Because the issues for which the Partnership is working to shape systems have no known answers, a model known as adaptive leadership has been integrated into the work. For example, if it were known what needed to be done to get all kids to graduate from high school, those things would be done. There is no known answer for doing that, thus an adaptive process is needed to get to that point. Over the last 12 to 18 months, the Partnership has been working with Leadership Eastside in co-developing a certification program to ensure adaptive leadership expertise in each of the collaboratives.

Ms. Cherrington said there are four particular areas of work in which the Backbone is particularly involved: alignment of the data outcomes and measures, development of a data-sharing framework, producing the annual community report, and training and volunteer services.

Mobilizing the community to support kids from cradle to career means pulling organizations out of isolation and getting them to work together in ways they may not have traditionally done in the past. Just as some organizations do not necessarily work collaboratively, so does data often sit in isolation. The Backbone does not own any particular data, rather it works with partner organizations to aggregate the data to create a community level picture the Partnership can use both to be informed and to act using common data.

The annual Community Report published by Eastside Pathways used to be a static report. Over the past year, however, active and live tableau dashboards that can be accessed by any partner or community members to receive the most up-to-date data. The approach allows partner organizations, including the city, to be more nimble and flexible, and certainly more current with regard to data. The dashboards are accessible via the Partnership website.

Ms. Cherrington said part of the work of the Backbone is to ensure that the 65-plus partners have agreed-upon goals. Not surprisingly, the values, agendas and vocabularies of each of the stakeholder organizations is usually quite different. Over the past year the Backbone successfully gained agreement with regard to the shared goal of having the Partnership facilitate the collection and connection of data across the cradle to career pipeline and among the partners to enable continuous improvement. The result is the use of data from the various partners to better community level outcomes. Each partner has a specific role to play in the work. As part of that work, the Backbone relaunched the Data Council, which consists of representation from the city, the Bellevue School District, non-profits and other data-driven organizations to help move the work along. The Data Council is also working to ensure that the work that is happening in the collaboratives is truly supporting the goals of the Partnership. The Data Council will be conducting “deep dives” with two yet-to-be-identified collaboratives to determine more effective strategies for data usage.

The Community Report was published in April. The report makes it clear that the five main goals are that every child will be ready to learn; every child will thrive in and out of school; every youth will graduate from high school; every young adult will attain a post-secondary education or training and enter a career of their choice; and every child will attain optimal mental and physical health. The Community Report is an update for the community on the progress being made relative to supporting children. Given that the mission of the Partnership is to shape systems to support all children, the systems will need to ultimately create better outcomes for kids. System changes take time and it is important to keep an eye on the progress to make sure things are on the right track.

The Backbone regularly asks if the community is working together to better leverage existing capacity; if the right stakeholders in the community are being engaged so that systems can be shaped to better support kids and families; and how individual organizations are tweaking or modifying their existing work to align with the agreed-

upon goals. The latter is a very important question because if organizations continue to do the same things they always have, the needed changes will never come about.

Eastside Pathways 101 was launched in order to inform individuals and organizations about the organization. The sessions are scheduled quarterly. Twelve new partner organizations have been added, and Tailored 101 events have been conducted for city of Bellevue employees. The adaptive challenges require a multitude of stakeholders to address them. It is important for all to understand the collective impact model, adaptive leadership, and the role each of the organizations play in coming to the collaborative meetings.

Ms. Cherrington said in order to ensure that the work of adaptive leadership is sustained, monthly community sessions are held so questions can be asked and best practices shared. The sessions are important because with 65 organizations leadership is often changing and people are moving to other jobs and opportunities. The Backbone often acts as the glue for incoming leadership to connect with the community. Having a community partnership in place often provides faster opportunities for leadership to engage with other community partners.

The Promotores Project focused on what was most important to 170 Latino/Hispanic families relative to health, education, community and housing. The Backbone facilitated the work. The project was not within the scope of the work but was deemed important given that engaging the community is part of the work of the Backbone. The Promotores Project is an extension of the Community Engagement for Cultural Integration program. Promotores is a national model that has been historically used by the healthcare community. It centers on finding natural leaders in the community and to beef up their skills. The project started in August 2016. The promotores are paid a stipend for their work while they are gaining leadership skills. Eight promotores participated and they identified the need to do a survey of their own community in Spanish. The survey information was gathered and brought to the Backbone for transcription and translation. The data was assessed and it was vetted by over 100 members of the community, again all in Spanish. The next step will be to share the information with the partners with an eye on asking how they will change or modify their actions in order to support the identified needs of the community.

Ms. Cherrington explained that in the case of the Promotores Project, it was shown that the Latino/Hispanic community needs communication in Spanish but also culturally relevant communication. In practical terms, that refers to how people are pulled together and goes beyond the mere use of the Spanish language to include how people are invited into the communication.

The eight promotores were provided with 30 hours of training after which they went out to engage the Latino/Hispanic community. Ultimately, their work has increased the partner organization's general level of understanding of the community, and some gaps and areas of interest have been identified. There were four categories that rose to the top: community; needs; service utilization and outcomes; and information and

referral. With access to the information, the partner organizations can be more informed about changes they can make to support the community based on what the community has said it wants and needs.

The Commissioners were informed that September is attendance awareness month. The focus is on educating and working with parents about the importance of being in school on time and ready to learn. Since starting the attendance campaign four years ago, a review of the data relative to third-grade reading indicated a stronger correlation between tardiness and reading skills than between attendance and reading skills. Accordingly, the Collaborative focused on tardiness campaigns. In the four years since the program began, there has been an almost 30 percent decrease in tardiness. The King County Housing Authority has taken the initiative to lead the awareness campaign countywide about the importance of attendance. The program provides information and guidance on behaviors and habits to start creating with kids while they are young, as well as information about support and services for parents not able to get their kids to school.

Ms. Cherrington said racial equity is very important when it comes to supporting all kids from cradle to career. The Partnership has specifically identified racial equity as its first big foray of work. The Backbone has trained 38 partners on racial equity through the support of Pacific Educational Group, the group that has led the Courageous Conversations work. The school district began working with the group four years ago and the Partnership's work with the group yields a common language framework for conversations around equity. The most recent Pacific Educational Group event was held in June and was attended by 350 people. Held in Bellevue, it was the most successful summit the group has had. The regional summit will be held in Bellevue again in 2018. The pre-event saw 110 attendees and 49 organizations were represented. There will be follow-up conversations to give people the opportunity to continue to have conversations about race.

Equity plays a clear and specific role as it relates to data and the work done by the Partnership moving forward. The most recent community report outlines a significant equity gap related to outcomes for kids. There is both an opportunity gap and an achievement gap, and the role of the Backbone will be to continue providing disaggregated data in order to be laser focused on what it will take to close the gaps. The information is made available to all of the partner organizations.

Commissioner Perelman referred to a chart showing that Hispanics and African-Americans are lagging behind in reading skill levels and asked if that is a particular focus for certain organizations or if it is more of an issue for the schools. Ms. Cherrington said the disaggregated data needs to be presented and talked about by the partner organizations all the time. The disaggregated data is not necessarily something the school district provided on its own. Every organization needs to be doing something different in order to address the issue. For example, it is of paramount importance to have strong relationships built with the Latino/Hispanic

community in order to provide the support and services needed to effect change. It all starts with looking at data.

Commissioner Oxrieder pointed out that the school district began disaggregating data in the 1980s. Ms. Cherrington agreed but noted that it has not always been made available to the partner organizations.

Family, Youth/Teen Services Manager Helena Stephens noted that she serves as a member of the Eastside Pathways racial equity team. She said one of the objectives is to assist the 65 partner members in looking at their internal systems to identify where racial equity is or is not working in their organization as they are providing services. The most important element is the conversations about where racial equity is in each system and how without fault or blame the systems can be improved.

Ms. O'Reilly said she is involved with the school readiness collaborative. She said it is well known that the earlier children and their families are engaged in learning in a variety of ways, the better the chance for success in school. The collaborative has been actively involved in doing outreach over the past few years to sites in Bellevue that have a lot of children. The focus has been on educating families about their opportunities in early learning programs.

Answering a question asked by Commissioner Perelman, Ms. Cherrington said the Partnership absolutely wants there to be more attention given to getting children to gain a post-secondary education. The work to date has uncovered something called summer melt, which is the number of kids who graduate from high school who say they are going on to post-secondary but who actually do not make it. Work is being done with Bellevue College and the Bellevue School District to make sure the early learning system is talking to the K-12 system, and that the K-12 system is talking to the post-secondary system, and that the post-secondary system is talking to the business system. The focus is on string the systems together. Until the summer melt issue came up, no one was really looking at how many kids were actually melting; it was discovered that 33 percent of those who said they were going on to Bellevue College in fact melted. The data shows a disproportionate number of females and kids of color who have been melting. With the data in hand, the focus has changed to trying to understand why the melting is taking place and what can be done to stop the trend.

Chair Villar said she assumed the data could be manipulated to compare, for example, low-income Hispanic families with higher-income Hispanic families to help identify the true underlying issues. She suggested that by not looking at all of the data together, the process could go down some wrong paths along the way. Ms. Cherrington said the Partnership does not own any data. All of the data used comes directly from the partner organizations, like the school district and healthcare providers. She said the point is well taken and reflects how important it is to convene multiple stakeholders, each of which will have a perspective that will shine a light on a particular issue or raise questions that should be addressed.

Commissioner Ma asked if partners are being chosen strategically or if they are coming forward on their own volition. Ms. Cherrington said it is both. The Backbone has not engaged in any campaigning aimed at getting new partners on board. However, as the focus turns to collaborative work and a specific campaign around the adaptive leadership process, it will become clear which organizations are part of the existing system. If a specific stakeholder is identified as not being at the table, the Backbone will reach out to pull them in.

Ms. Cherrington said it is significant that the Lake Washington School District has signed on as a partner. That has allowed access to student-level data and has more than doubled the number of kids being worked with, and has ushered in a broader Eastside voice that is helping to highlight the needs that exists which is contrary to the vision many people have about the Eastside.

Commissioner McEachran pointed out that while students at Bellevue College come from everywhere, there are not all that many coming from Bellevue. Ms. Cherrington said Dr. Pierce, the superintendent of the Lake Washington School District is helping to lead the effort to bring in the broader community around the district to help support the work they are doing. One meeting called by Dr. Pierce with all the city managers and mayors has led to subsequent conversations. The city of Redmond has agreed to push the agreement to move Eastside Pathways along to the next level. The expansion efforts are expected to take at least a year.

Commissioner Ma asked if the expansion effort will ultimately be more impactful given a broader Eastside involvement. Ms. Cherrington said there certainly is an opportunity for that to happen. Residents do not stop at the borders of the various cities, they flow back and forth. There are systems that exist in all of the communities on the Eastside, including Bellevue. Where the broader Eastside comes together, it will be possible to shape those systems that support the kids and families who are flowing back and forth between municipalities.

Ms. O'Reilly said earlier in the day she participated in the mental health and wellbeing collaborative. The group was given presentations from the Bellevue School District and the Issaquah School District staff who lead their social/emotional learning curriculum. A representative of the Lake Washington School District also attended the meeting. The fact that the school districts are looking at social/emotional learning curriculum and making it a priority will benefit the entire community.

Ms. Cherrington said the 65-plus partners have all signed on to the stipulated agreement and are willing as individual organizations to tweak or modify their existing work to align with the common goals, and to actively participate. Admittedly some organizations are more active and participatory than others and the role of the Backbone is to continue educating them. The Commission is in a position to ask the organizations being funded how they are participating in the community partnership, and if they are aligned with what the rest of the community is doing. Asking the



questions can identify duplication of services and areas in which there are gaps in service. One gap on the Eastside currently is that there is no single organization set up to support the Latino/Hispanic community.

Chair Villar asked what the Partnership does to help people stay in the community, with its skyrocketing housing costs, after it assists them in getting through technical training or a two- or four-year degree. Ms. Cherrington said she did not have a specific answer. She said that is one very good reason for having employers at the table. Just getting kids the right education does not mean they will end up with a job, especially a job that provides a living wage. Employers need to be part of seeking solutions. They need to understand just what a living wage is. Providing intern opportunities to kids earlier in the continuum can give the kids a leg up when it comes to seeking jobs. The collective impact model actually started in the corporate world with Proctor & Gamble and GE CAP in Cincinnati.

Ms. Stephens asked the Commissioners to keep in mind that there have been some unexpected benefits from having Eastside Pathways connected to the greater community. The Highland Village apartments house 85 families that would have been lost to the community had it not been for the fact that Eastside Pathways was already established, making it easier for the parties to come together to make a change and a difference for the better. It would be wonderful if Eastside Pathways could pull miracles out of its hat on a regular basis, but it may not happen. However, having players already at the table engaged in a working successful relationship will make getting to solutions easier and faster.

Ms. Cherrington said the organization did not set out to solve the problem of housing, or to back-fill the lost Head Start funding. Because the relationships were in place, it was much easier to come together in search of solutions.

Ms. Stephens informed the Commissioners that she leads the city's Eastside Pathways internal team. She said she sits on the partner leadership committee which involves representatives of the 65 partners and which is focused on how decisions made affect the partners and how the partners can work effectively with all of their fellow partners in getting messages out. She said she also serves on the racial equity team.

Ms. Stephens noted in 2014-2015 Eastside Pathways was getting into full swing. Everyone was very excited and was sending staff to meetings, and excitement was building. At the time, questions were being asked about how a city organization having more than 1500 employees could be involved. The city is focused on staying on top of trends and understanding the community's needs, and is responsible with responding in a timely and nimble fashion. What proved challenging was staff determining if particular topics fell under their scope of work or not. On top of that, there are always several initiatives going on in the city simultaneously, making it prudent for staff to be sharing information. Eastside Pathways appeared at yet another initiative and there were questions about how the city should engage with it.

It was found that several city staffers were in fact attending Eastside Pathways meetings for various reasons and it became clear to them that the city should be involved in the work. How to do all the work while continuing to meet all original work assignments was a major question asked, along with how to streamline staff and resources, communicate with each other, and communicate to residents what was learned at the Eastside Pathways meetings. Assigning the right person to the right collaborative was tricky as well, as was making sure the information gathered was really in the best interests of the city. It was found that meetings involving city staff were overlapping, and multiple staff persons were attending the same meetings, leading to the loss of productive office time.

Ms. Stephens explained that to resolve the conflicts, the city created the EP team and set out a bold work plan covering the next four years. The internal approach was realigned in 2015, and in 2016 various tools and training opportunities were created for easier access. Collective impact was strongly incorporated. In 2017 the One City Impact model was developed, the findings of which will be shared next year.

A rudimentary matrix was developed in 2015 that took what was then called the Eastside Pathways scorecard and lined up every issue with key questions, namely should the city be engaged and if yes, why, how and who should provide the support. Monthly meetings were established, and the current staff work assignments were reviewed with an eye on seeing how they align to a collaborative. Attention was also given to decreasing city presence at the Eastside Pathways meetings without losing information. A sharepoint site was created to make sure the information from Eastside Pathways was easily accessible throughout the city. The site is kept updated and anyone in the city can access the information at any time. A work chart was also created to align staff work assignments to the collaborative. Ms. Stephens said that internally she along with assistant director Terry Smith and community services manager Ted Middlestadt is responsible for keeping the entire team going and all Eastside Pathways information up to date.

In 2016 was determined that while it is good the city was engaged in cross communication regarding Eastside Pathways, there is more to Eastside Pathways besides just the collaboratives, there is a the collective impact. The decision was made to make sure that as many city staff as possible were not only familiar with Eastside Pathways but also with collective impact. The decision was predicated on the fact that city staff routinely make contact with residents who may never be involved with Eastside Pathways. Training began with the resource management team, the group of folks, both part-time and full-time, who maintain the parks and manage city buildings. They are the folks who find people homeless in their cars or on benches, are finding those who are inebriated, are finding kids who are hungry, and who are in general finding folks in the community who are in need of assistance. Training them was the logical choice because now they are out in the community making contact with and connecting them with those who can help. The city worked with Eastside Pathways to develop a tailor-made City EP 101 to bring in all of the

departments and get them to the point of being knowledgeable about Eastside Pathways and collective impact.

Ms. Stephens said the current focus continues to be on Eastside Pathways cross communication. The ante has been upped to include Best Start for Kids so steps are being taken to make sure all of the city staff are knowledgeable about all elements of that program. The One City and the collective impact philosophies are being put together to come up with an operational approach called One City Impact. The focus is on creating an interdepartmental team to address issues and challenges departments have had but have not been able to resolve using a process improvement system. Two case studies are currently under way, the findings of which will be in hand by the end of the year. If successful, the findings will be shared with the city's leadership team early in 2018.

## 6. OLD BUSINESS

Ms. O'Reilly provided the Commissioners with copies of a flyer about the women's Eastside winter shelter opening. She said the shelter, sponsored by Sophia Way, will be opening on October 15 at a site in Kirkland. After the first of the year, the shelter will be coming to a site in Bellevue.

Ms. O'Reilly said the family shelter operates year round but moves from site to site. Currently the family shelter is located at St. John's in Kirkland. On September 30 the shelter will move to the United Methodist Church in Redmond and will remain there through the end of December.

Human Services Planner Christy Strangland reported that Congregations for the Homeless has begun construction and is expecting to be ready to open the men's winter shelter at Lincoln Center on November 15 with at least 50 beds.

## 7. NEW BUSINESS

Ms. Strangland made available to the Commissioners copies of the new Needs Update. Ms. O'Reilly said a highlights presentation will be the subject of the Commission's October 3 meeting.

Returning to the Eastside Pathways update discussion. Commissioner Perelman said she was surprised to hear that there are no Latino/Hispanic organization providing support. Commissioner Oxrieder called out the Eastside Latino Leadership Forum and SeaMar. Ms. O'Reilly added that there is a Latino cultural navigator.

Commissioner Mercer pointed out that there is no organization dedicated solely to Latino culture and communication. Commissioner Kline noted that there are many groups for which there is no specific organization, and said she would not necessarily advocate in favor of having one.

Commissioner McEachran commented that collective impact can preclude collaborative impact. He said organizations acting as consultants to get everyone into the room are not necessarily having a collaborative impact. He said he would like to hear comments from organizations about the impact of Eastside Pathways on their mission and at the delivery level.

Ms. O'Reilly pointed out that the Bellevue application includes a question about whether or not the agency is an Eastside Pathways partner. A question could be added about how being a partner has changed the mission of the organization.

8. PETITIONS AND COMMUNICATIONS – None

9. ADJOURNMENT

A motion to adjourn was made by Commissioner Kline. The motion was seconded by Commissioner Ma and the motion carried unanimously.

Chair Villar adjourned the meeting at 8:15 p.m.

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Secretary to the Human Services Commission

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Date

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Chairperson of the Human Services Commission

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Date