TETON COUNTY AND TOWN OF JACKSON
HUMAN SERVICES AND RESOURCE ALLOCATION PLAN

February 2020

TETON COUNTY
WYOMING

TOWN OF JACKSON
WYOMING

Prepared by

Program and Policy Insight **PPI**

The planning process implemented to develop this Human Services and Resource Allocation plan benefited from the experience and insight of many community stakeholders. Numerous individuals provided ongoing feedback and participation. Program and Policy Insight would like to express gratitude to:

- The many individuals who completed the community survey, as well as the local agencies and organizations who encouraged the individuals they serve to participate in the survey;

- Program participants who participated in focus groups and community members who participated in interviews and the community forums to provide greater context about human service delivery and experience in the greater Teton region;

- The Human Services Planning Core Committee which provided valuable guidance and document review throughout the planning process;

- Human Services Council and System of Care member organizations who provided important feedback and budget information to support the planning process; and

- Town and County representatives who participated in interviews and community forum events, and who provided budgetary and contextual information to the project.

Any inquiries or feedback on the Human Services and Resource Allocation Plan should be directed to:
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CONTEXT

Teton County and the Town of Jackson have a history of committing funds to health and human services in the community. Contributions from the Town and County have grown by nearly 25 percent over the past 10 years as funding from federal, state, and private sources has fluctuated. Teton County and the Town of Jackson currently implement an annual budget request process where community human services providers can request funding to support service delivery in the community. Funding for these services is not organized by human service area or strategy and relies in part on previous funding allocations as precedence for future decisions. Lack of a strategic funding framework hinders elected officials' ability to assess funding commitment through key service categories and limits their ability to respond to identified community priorities or changes in the community human service context.

SCOPE

In recognition of this dynamic, in January 2019, Teton County and the Town of Jackson issued a Request for Proposal (RFP) to identify a consultant to develop a Human Services and Resource Allocation Plan for Teton County that provides strategic direction for community planning and prioritization and informs future funding decisions. Program and Policy Insight, LLC (PPI) was hired through the RFP process and was scoped to facilitate stakeholder engagement, support human service vision and mission development, and develop a Human Services and Resource Allocation plan that translated community input into recommendations for a dynamic funding environment. Project tasks centered around soliciting broad stakeholder feedback on human services and developing a clear, transparent process for identifying priorities and aligning funding decisions.

KEY FINDINGS

Human Services Vision, Mission, and Goals

Community stakeholders defined the vision of human services for the region as:

A greater Teton community in which all people can achieve their full potential for health and well-being.

The community-defined mission of the region's human services is:

To provide accessible, coordinated health and human services across the lifespan to improve quality of life in the community.

Community goals in achieving the vision are:

- Accessible services
- Integrated and coordinated services
- Lifespan well-being
- Community commitment and funding

Key Service Priorities

Figure 1 below illustrates the community human services priorities confirmed through the stakeholder engagement processes. In addition to these service-specific priorities, broader structural issues were identified, including cost of living, lack of cultural integration, social isolation, lack of dedicated human service funding, and opportunity for greater system coordination.

Teton County Human Service Priorities		
Priority 1 Services:	**Priority 2 Services:**	**Priority 3 Services:**
• Behavioral health support • Child care • Housing stability	• Child abuse and neglect • Crisis services • Domestic violence • Food security • Income support • Physical health support	• Education and training • Employment support • Legal issue support • Oral/dental health support • Transportation support • Utilities stability

RESOURCE ALLOCATION TARGETS

Resource allocation targets were developed to align with community-identified human service area priorities, avoid abrupt changes in service levels, provide a consistent base percentage of Town and County funding by priority area, and allocate a portion of Town and County funds to a discretionary pool for flexibility and responsiveness. In reduced, level, or increased funding environments, the Town and County should aim to fund according to the following base allocation targets:

- 60 percent base allocation to services prioritized as Priority 1
- 25 percent base allocation to services prioritized as Priority 2
- 5 percent base allocation to services prioritized as Priority 3
- 10 percent discretionary fund

These percentage targets are applied to the total dollars the Town and County intend to allocate to support human service agencies. In a reduced funding environment, the allocation of the discretionary fund is to be most targeted, primarily supporting Priority 1 services, whereas in an increased environment, the discretionary fund is to be allocated more broadly among the service areas.

FUTURE CONSIDERATIONS

This collaboratively developed Human Services and Resource Allocation Plan provides Teton County and the Town of Jackson with strategic tools to better support human services delivery and track progress toward improved outcomes. The resource allocation efforts within this scope of work will support associated efforts by the Town and County to develop a comprehensive human services strategic plan and evaluation plan.

Future consideration to augment this effort include:

- Development of a transparent funding application process that includes opportunity for stakeholder input on the application, includes a funding rubric to respond to changing dynamics of other funding streams, makes funding decisions based on service areas and responsive to community priorities, and assesses services across the lifespan and for special populations.
- Conduct more rigorous funding benchmark analysis to identify appropriate funding goals for the region.
- Conduct regular and rigorous community prioritization activities, including more formal needs assessments, to ensure funding remains responsive to community input and context.
- Consider greater connection between human services and housing to address the interaction that the high cost of living bears on community service needs and implementation.
- Continue to pursue strategies to improve system coordination for service access and navigation.
- Increase active contract management to advance human service outcomes in the region.

GOAL

Teton County and the Town of Jackson have a history of committing funds to health and human services in the community. Contributions from the Town and County have grown by nearly 25 percent over the past 10 years as funding from federal, state, and private sources has fluctuated. In recognition of this dynamic, in January 2019, Teton County and the Town of Jackson issued a Request for Proposal (RFP) to identify a consultant to develop a Human Services and Resource Allocation Plan for Teton County that provides strategic direction for community planning and prioritization and informs future funding decisions.

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PROCESS

Development of human services priorities and funding guidelines were built around five key project tasks: background data review, stakeholder engagement, synthesis of human service categorization frameworks, analysis of current human services funding, and development of resource allocation scenarios. Each of these tasks is described briefly below.

Background Data Review

The human services planning project was informed by existing data and reports that provide insight on the human services context, service delivery system, and needs in the community. The human services planning project did not include a formal needs assessment component, so cannot assess service need relative to existing resources. However, it did review community needs assessment and human service analyses conducted recently in the region to inform service context. Referenced documents included, among others:

- The Systems of Care White Paper
- The Human Service Network Analysis
- Teton County Community Youth Needs Analysis
- Mental Health and Substance Use Disorders in Teton County 2019 Report
- Teton County Community Health Needs Assessment

PPI also collected germane U.S. Census Bureau and other secondary data to support greater understanding of human services needs and context in the region. Key secondary data considered included poverty figures, cost of living/living wage estimates, key health and behavioral health indicators, and key childhood health indicators. For more detailed information on the background data and report review please see Appendix A: Teton Context and Appendix C: Prioritization of Service Areas Based on Contextual Data.

Stakeholder Engagement

The human services planning process incorporated multiple methods of stakeholder engagement. To support project implementation, the process was aided by a Core Committee that served in an advisory capacity to review and provide feedback on project goals, activities, and deliverables. The Core Committee was comprised of a representative group of stakeholders, identified through a nomination process, that included human services providers, at large community members, human services program participants, and Town and County representatives.

In addition to Core Committee guidance throughout the project, PPI solicited active community engagement through six primary activities:

1. Individual interviews with 25 respondents including human services providers, government officials, community members, and program funders.

2. Seven (7) focus groups with human services program participants including seniors, people with low-income, people with English as a second language, people with mental illness or substance use disorder, survivors of domestic violence, and other community members participating in human services programs.

3. A community survey, offered online and in print in English and Spanish, that was advertised through community newspapers and service providers; 331 total survey responses were collected.

4. A Community Forum in October advertised and open to the public to introduce the human services planning project and solicit community input on human service goals, vision, and mission; the Community Forum was attended by approximately 20 community members.

5. A facilitated workshop with Systems of Care provider members to discuss obstacles and critical success factors to achieving the draft human service goals developed during the Community Forum. Approximately 20 members of the Systems of Care working group attended the workshop.

6. A Human Services Forum in November advertised and open to the public to review project status, present community priorities, and solicit feedback on preliminary findings; 30 people attended the Human Services Forum.

These varied stakeholder engagement strategies were designed to capture multiple perspectives on human services in Teton County. Key topic areas explored through stakeholder engagement included the importance of different human services, the scale of the impact of different human service issues in the community, availability of services, and the use of local public resources to address different human service needs.

Development of a Human Service Framework

Teton County and the Town of Jackson currently implement an annual budget request process where community human services providers can request funding to support service delivery in the community. Funding for these services is not organized by human service area or strategy and relies in part on previous funding allocations as precedence for future decisions. Lack of a strategic funding framework hinders elected officials' ability to assess funding commitment through key service categories and limits their ability to respond to identified community priorities or changes in the community human services context.

To provide strategic direction for future funding decisions, PPI researched a range of existing human services frameworks established in the field to organize and structure human service development, implementation, funding, and results. Human services frameworks that were consulted in the review process included:

- Social determinants of health
- Social ecological model
- Two generation model of human service delivery
- Collective impact model
- Maslow's hierarchy of human needs
- Seven domains of Human Services Outcomes Framework (NSW)
- Australian Social Values Bank
- Healthy People 2020/2030

In addition, PPI reviewed peer community human services frameworks and funding models to inform development of the greater Teton region structure. For a more detailed summary of the referenced human service frameworks, please see Appendix B: Overview of Guiding Human Services Frameworks.
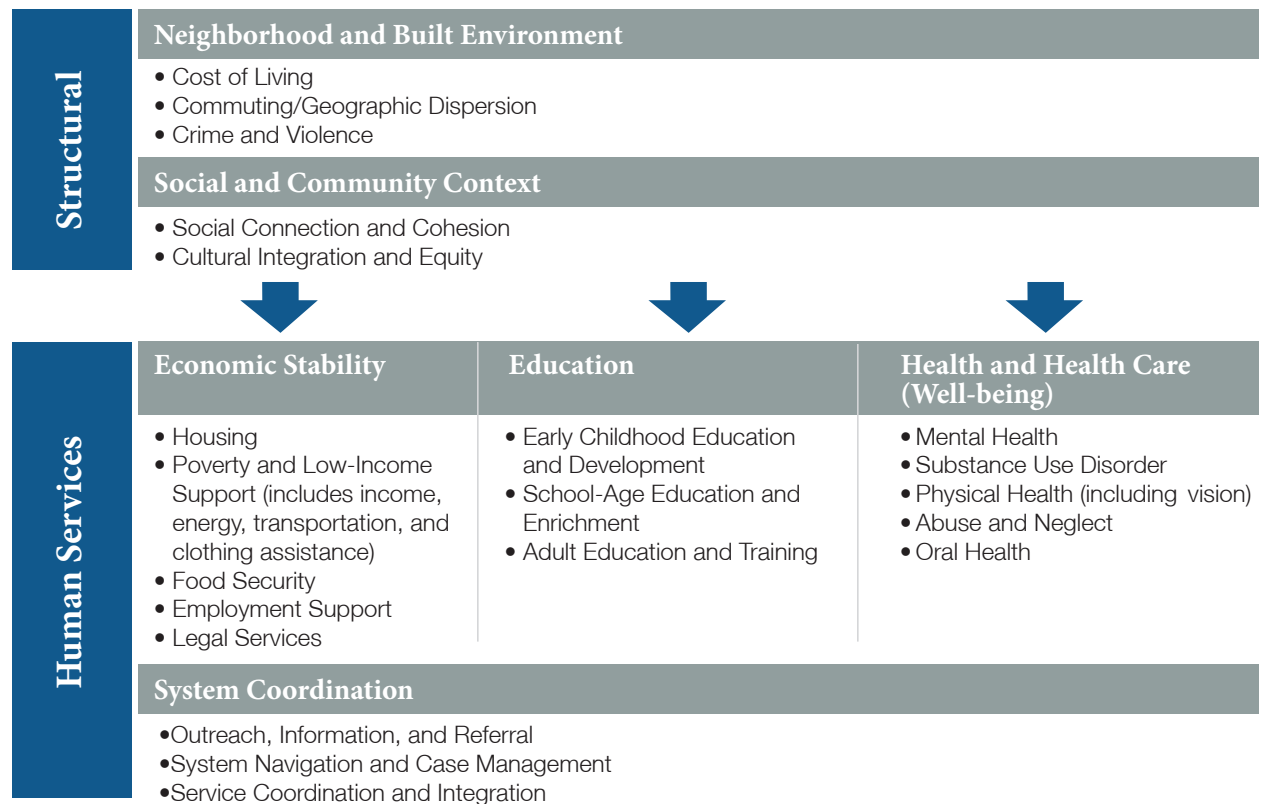
The final human services framework used to guide the resource allocation development blended concepts identified in the Healthy People 2020/30 Social and Physical Determinants of health with services identified through Frederic Reamer's A Guide to Essential Human Services. PPI then integrated economic and social structural issues in Teton County that impact human services, as identified through the community engagement process.

Highlights of the framework include:

- Key human services categories include Economic Stability, Education, and Health and Health Care (Wellbeing).

- System Coordination is an integral component of human services delivery that cuts across service categories.

- Key structural issues impacting human services in Teton County include factors related to the Neighborhood and Built Environment (such as affordability and geographic dispersion) and Social and Community Context (such as social connection and cultural integration).[1]

Figure 2 provides an overview of the human services framework used to structure the resource allocation scenarios.

Figure 2: Proposed Human Services Framework for Teton County

Structural

Neighborhood and Built Environment
- Cost of Living
- Commuting/Geographic Dispersion
- Crime and Violence

Social and Community Context
- Social Connection and Cohesion
- Cultural Integration and Equity

Human Services

Economic Stability
- Housing
- Poverty and Low-Income Support (includes income, energy, transportation, and clothing assistance)
- Food Security
- Employment Support
- Legal Services

Education
- Early Childhood Education and Development
- School-Age Education and Enrichment
- Adult Education and Training

Health and Health Care (Well-being)
- Mental Health
- Substance Use Disorder
- Physical Health (including vision)
- Abuse and Neglect
- Oral Health

System Coordination
- Outreach, Information, and Referral
- System Navigation and Case Management
- Service Coordination and Integration

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[1] Identified structural factors were not included in the resource allocation modeling.

Service Prioritization

PPI developed a framework to analyze across data sources and identify draft priority service areas. The service priorities reflect input from a broad spectrum of the community, including program participants, residents, and service providers. Prioritization criteria were developed for each data source, and human service areas were assigned a priority point if they were identified as a priority within the data source. For each human service area, prioritization by data source was tallied. For example, service areas that were prioritized by three or four data sources were identified as Priority 1 Service Areas. These included behavioral health support (mental health and substance use disorder), child care, and housing stability. Populations of focus (children and youth, seniors, immigrants, people with disabilities) and variation in prevalence of need were also analyzed. Broader economic and social structural findings were also identified in the process. Figure 6: Teton County Human Service Priorities and Focus Populations, presented within the Project Findings section, shows the results of service prioritization based on the community engagement process.

Funding Analysis

Current human services funding processes prevent the Town or County from assessing the aggregate level of funding support provided to various human service areas. To facilitate this process, PPI asked Town and County human services funding recipients to estimate the share of their Town or County human services funding that was used in different service categories. Some organizations allocated all of their funding toward one service (e.g. behavioral health support), while other distributed their funding dollars across human service areas (e.g. education and training, crisis services, and legal issue support, for example).

Disaggregating human services funding was challenging for many providers, especially those that provide cross-service support or system coordination. Additionally, some services may be provided by agencies not receiving Town or County funding, and therefore may not be reflected in the funding analysis. Despite these limitations, this process provided a useful baseline to gauge current Town and County funding levels by service area. Future implementation of this budget allocation request process may be refined to more closely reflect service providers' experience budgeting and delivering services.

Once baseline funding levels were established by service area, PPI analyzed current funding patterns for the service priorities that were identified by the community. Current regional human service funding generally aligns with the community-identified service priorities, with the highest proportion of funds currently going to Priority 1 services and the lowest proportion currently going to Priority 3 services (see Figure 6 in the Project Findings section below). The Funding Analysis Results section summarizes the results of this analysis.

Resource Allocation Model Development

The resource allocation scenario planning that PPI developed to help guide human services funding in a dynamic environment relies on two core principles:

- The scenarios enable the public, policymakers, and service providers to envision and assess service levels in incremental revenue environments, from reductions in current funding to full funding.

- The resource allocation targets set are responsive to the community-defined service priorities.

In these ways, the scenarios not only enable stakeholders to assess the impact of various funding levels, they align expenditures with community priorities.

The proposed resource allocation scenarios include three potential funding environments: reduced, level, and increased. In each scenario, funding should include a consistent base percentage of Town and County funding by service area to facilitate a certain level of funding predictability for human service agencies. Funding should also include a discretionary pool that enables the Town and County to respond to changing funding conditions, augment base funding allocations, or address emerging needs. The proposed base

and discretionary funding at each resource environment is presented in Figure 3; for more detail on the resource allocation scenarios, please see the Resource Allocation Scenario section within Project Findings.

Figure 3: Proposed Resource Allocation Scenarios to Guide Funding Decisions (Based on Total Town and County Resources Dedicated to Human Services)

Funding Level	Base Funding Allocation	Discretionary Funding Allocation
Reduced	• 60%: Priority 1 Service Areas • 25%: Priority 2 Service Areas • 5%: Priority 3 Service Areas	• 10% o Allocate primarily to Priority 1 services o Backfill losses within priority service areas to extent possible
Level	• 60%: Priority 1 Service Areas • 25%: Priority 2 Service Areas • 5%: Priority 3 Service Areas	• 10% o Allocate according to human services priorities (most to Priority 1 and least to Priority 3) o Secondarily be responsive to changes in the service environment
Increased	• 60%: Priority 1 Service Areas • 25%: Priority 2 Service Areas • 5%: Priority 3 Service Areas	• 10% o Allocate more broadly to Priority 2 and Priority 3 services, which may have experienced the largest reduction in allocations under other funding scenarios

COMMUNITY INPUT

MISSION AND VISION DEVELOPMENT

Community stakeholders defined a vision, mission, and goals for human services in the greater Teton community. The work to articulate this shared direction occurred through multiple meetings and workshops, including the October 16, 2019 community forum, the October 17, 2019 System of Care meeting, and the November 12, 2019 human services forum. Figure 4 below presents the greater Teton community human services vision, mission, and goals.

Figure 4: Human Services Vision, Mission, and Goals for the Greater Teton Community

Vision	A greater Teton community in which all people can achieve their full potential for health and well-being.
Mission	To provide accessible, coordinated health and human services across the lifespan to improve the quality of life in the community.
Goals	1. Accessible Services. Our community's health and human services are available, inclusive, equitable, and accessible to all. 2. Integrated and Coordinated Services. Our community practices truly integrated and coordinated care across the system. 3. Lifespan Well-being. Our community provides quality services to promote health and well-being across the lifespan. 4. Community Commitment and Funding. Our community makes human services a priority and acts to support individuals' and families' well-being, including through the provision of health and human services funding.

These goals are defined at a high-level since they apply universally across human services. The System of Care identified obstacles and critical success factors associated with each of the goals, which can be used to develop effective strategies.[2]

KEY SERVICE PRIORITIES

Human Services Priority Findings

Stakeholder input was designed to elicit feedback on community human services priorities and opportunities in Teton County.[3] As noted above, the human services categories defined for the process were informed by similar work completed in other regions, as well as human services literature that identifies essential human services. Stakeholders were asked to provide feedback on:

- The importance of key human services areas, including the scale of the problem and the scale of the impact on the community.

- Availability of human services in the community, including variation in access for different populations within the community.

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[2] Please see Appendix D for identified obstacles and critical success factors.
[3] For a list of human services included in the data collection process, please see Appendix E.

- The perceived sufficiency of funding across human services areas and the most strategic use of public resources to complement the funding context.

PPI developed a framework to structure analysis across data sources and identify consensus on priority service areas. The service prioritization process incorporates broad community input, including feedback from program participants, residents, and service providers. Prioritization criteria were developed for each data source, and human service areas were assigned a priority point if they were identified as a priority within the data source. Figure 5 below describes prioritization criteria developed for each data source. Appendix C provides the contextual data that was used in the prioritization process.

Figure 5: Criteria Used to Identify Service Priorities within each Data Source

Data source	Criteria used to assign priority
Community survey	• Was selected as a Very Important human service need by at least 60 percent of survey respondents OR • Was selected as a Top 3 Human Service priority by at least 25 percent of survey respondents.
Focus group	• Emerged as a concern with respect to scale, negative impact, or availability by at least four of the seven focus groups
Interviews	• Emerged as a concern by at least 50 percent of interview respondents
Contextual data	• Was an apparent negative discrepancy between Teton County and Wyoming as a whole OR • Was identified as a large-scale challenge affecting more than 10 percent of the Teton County population OR • Was an identified disparity in outcomes for distinct population groups

For each human service area, prioritization by data source was tallied to produce an aggregate priority score. Service areas that were prioritized by three or four data sources were identified as Priority 1 Service Areas. Priority 2 Service Areas were identified as a priority by one or two data sources, and Priority 3 Service Areas were identified as a priority for more targeted subsets of the population, rather than the community as a whole.

After PPI identified service priorities that emerged from the stakeholder engagement process, they conducted a Human Services Forum to share preliminary results and validate findings. The Human Services Forum included a priority dot exercise intended to determine the extent to which community members agree with the identified priorities. Human Services Forum feedback suggested strong agreement with human services priority findings. Figure 6 below illustrates the community human services priorities confirmed through the stakeholder engagement and forum processes.

Figure 6: Community-Identified Teton County Human Service Priorities

Teton County Human Service Priorities

Priority 1 Services:
- Behavioral health support
- Child care
- Housing stability

Priority 2 Services:
- Child abuse and neglect
- Crisis services
- Domestic violence
- Food security
- Income support
- Physical health support

Priority 3 Services:
- Education and training
- Employment support
- Legal issue support
- Oral/dental health support
- Transportation support
- Utilities stability

Structural Findings

In addition to human service priorities, community feedback identified numerous economic and social-structural issues that impact human services demand and delivery in Teton County. These issues are not the direct purview of human services but are often key drivers in human services demand and implementation success. Key structural issues described by stakeholders include:

Cost of Living/Housing

The cost of living, particularly with respect to housing, in Teton County increases instability among human services clients. Many Teton area residents experience severe rent burden (defined as paying more than 50 percent of income towards rent), and families living on low-income or struggling with other expenses may need to choose between housing, food, or health care bills. The economic precarity resulting from the cost of living may lead to increased stress and demand for behavioral health and other social services.

Additionally, high cost of living impacts staffing stability at human services agencies. Slim operational budgets and increased demand for services leave little margin to increase staff salaries commensurate with regional cost of living. This dynamic leads to increased staff turnover and high staff stress among human services providers.

Finally, the high cost of living also impacts individuals and families' abilities to participate in needed assistance programs. Salaries may exceed eligibility requirements for federally and state-funded assistance programs, yet still render greater Teton region residents unable to pay for housing and living expenses in the region. The disparity between program eligibility and economic sufficiency increases demand on other community services to fill the gap.

Lack of Cultural Integration

Stakeholders cited a lack of integration between traditional residents and cultural minorities, and limited community-wide strategies to increase reception and incorporation across populations. Cultural isolation among non-Native speakers, first-generation residents, and recent arrivals to the region, among other groups, may increase feelings of stress that impact demand for other social services. Additionally, language barriers, variation in social norms regarding use of social services, lack of information about available services, and limited ability to navigate the service delivery system all impact access for these groups.

Lack of Social Support or Social Isolation

Broader lack of social support or social isolation can impact any resident and increase behavioral health, medical, and social support needs. Stakeholders identified multiple groups that often face social isolation in the community, including seniors, people with disabilities, and cultural minorities. These groups may face unique service needs to provide needed social support.

Lack of Stable Dedicated Funding for Human Services

Although federal and state dollars may flow through public health, welfare, or workforce programs, there is little dedicated funding to support the network of services complimenting these state and federal programs. Without a defined source of dedicated Town and/or County funding, human services providers note spending disproportionate resources on fundraising rather than delivering needed services. Additionally, as federal and state funding sources decrease, the need for fundraised resources increases, exacerbating the instability in service delivery. The Town and County have increased funding in recent years in response to decreases in federal and state sources, however, human services providers note lack of certainty about the stability of these funding sources from year to year, limiting providers ability to plan strategically.

Opportunity for Increased Service Coordination

Community stakeholders noted an opportunity to increase service coordination to help participants access and navigate needed services. For example, stakeholders reported challenges when they had to refer to different agencies to meet a client's needs, requiring outreach to several agencies to access services, and once connected, feeling frustrated that no one agency was responsible for managing the client's case.

FUNDING ANALYSIS RESULTS

CURRENT TOWN & COUNTY HUMAN SERVICES FUNDING ENVIRONMENT

Analysis of Town and County budgets, prior human services funding analyses, and spending by human service area revealed the following key findings:

- As shown in Figure 7, current (FY 2019/20) Town and County regional human services funding generally aligns with the community-identified human services priorities, with the highest proportion of funds currently going to Priority 1 services and the lowest proportion currently going to Priority 3 services.[4]

- As shown in Figure 8, Town and County funding for human services is currently allocated predominately to Health and Health Care services (66%), followed by Education (16%), and then Economic Stability (15%). Two percent of funds are allocated to System Coordination services.[5]

- According to 2017 data collected by the ten member agencies of the Human Services Council, Town and County funding accounts for approximately 12 percent of their collective revenue.[6]

- The 2019/20 Town and County funding for human services agencies reflects a 14 percent increase over the 2017/18 funding for human service agencies.

Figure 7: 2019/20 Actual Resource Allocation by Priority Tier

2019/20 Expenditure	Town $ 801,422		County $ 1,560,111		Joint $ 2,361,532	
Priority 1	**$ 376,623**	**47%**	**$ 979,667**	**63%**	**$ 1,356,290**	**57%**
Economic Stability: Housing	$ 8,889	1.1%	$ 8,860	0.6%	$ 17,749	0.8%
Education: ECE and Development	$ 101,400	13%	$ 212,750	14%	$ 314,150	13%
Health & Health Care: Mental Health	$ 191,672	24%	$ 607,428	39%	$ 799,100	34%
Health & Health Care: Substance Use Disorder	$ 74,662	9%	$ 150,629	10%	$ 225,291	10%
Priority 2	**$ 322,117**	**40%**	**$ 460,709**	**30%**	**$ 782,826**	**33%**
Economic Stability: Poverty and Low-Income Support	$ 92,298	12%	$ 127,800	8%	$ 220,098	9%
Economic Stability: Food Security	$ 10,000	1.2%	$ 12,899	0.8%	$ 22,899	1.0%
Health & Health Care: Physical Health	$ 54,905	7%	$ 72,591	5%	$ 127,496	5%
Health & Health Care: Abuse and Neglect	$ 164,914	21%	$ 247,419	16%	$ 412,333	17%
Priority 3	**$ 102,682**	**13%**	**$ 119,735**	**8%**	**$ 222,417**	**9%**
Economic Stability: Employment Support	$ 43,146	5%	$ 47,678	3%	$ 90,824	4%
Economic Stability: Legal Services	$ 1,448	0.2%	$ 9,957	0.6%	$ 11,405	0.5%
Education: School-Age Education and Enrichment	$ 34,440	4%	$ 37,700	2%	$ 72,140	3%
Education: Adult Education and Training	$ 1,148	0.1%	$ 1,900	0.1%	$ 3,048	0.1%
Health & Health Care: Oral Health	$ -	0%	$ -	0%	$ -	0%
System Coordination: Outreach, Access, Navigation, and Case Management	$ 22,500	3%	$ 22,500	1.4%	$ 45,000	2%

Source: Human services agency self-report of approximate use of 2019/20 Town and/or County funds by service area; crosswalk to current human services framework conducted by Program and Policy Insight.

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[4] Figure 7 provides the 2019/20 Town and County resource allocations by service area priority (Priority 1 through 3) and service area category. The third column presents total funding summed across Town and County.

[5] Figure 8 presents the 2019/20 Town and County resource allocations sorted by human service area. The colors in the figure correspond to the service area priority tier, where red indicates Priority 1, orange indicates Priority 2, and yellow indicates Priority 3.

[6] Human Services Council presentation, October 9, 2017.

Figure 8: 2019/20 Actual Resource Allocation by Service Area

2019/20 Expenditure	Town $ 801,422		County $ 1,560,111		Joint $ 2,361,532	
Economic Stability	**$ 155,781**	**19%**	**$ 207,194**	**13%**	**$ 362,975**	**15%**
Housing	$ 8,889	1%	$ 8,860	1%	$ 17,749	1%
Poverty and Low-Income Support	$ 92,298	12%	$ 127,800	8%	$ 220,098	9%
Food Security	$ 10,000	1%	$ 12,899	1%	$ 22,899	1%
Employment Support	$ 43,146	5%	$ 47,678	3%	$ 90,824	4%
Legal Services	$ 1,448	0.2%	$ 9,957	0.6%	$ 11,405	0.5%
Education	**$ 136,988**	**17%**	**$ 252,350**	**16%**	**$ 389,338**	**16%**
Early Care & Education and Development	$ 101,400	13%	$ 212,750	14%	$ 314,150	13%
School-Age Education and Enrichment	$ 34,440	4%	$ 37,700	2%	$ 72,140	3%
Adult Education and Training	$ 1,148	0%	$ 1,900	0%	$ 3,048	0%
Health & Health Care	**$ 486,153**	**61%**	**$ 1,078,067**	**69%**	**$ 1,564,220**	**66%**
Mental Health	$ 191,672	24%	$ 607,428	39%	$ 799,100	34%
Substance Use Disorder	$ 74,662	9%	$ 150,629	10%	$ 225,291	10%
Physical Health	$ 54,905	7%	$ 72,591	5%	$ 127,496	5%
Abuse and Neglect	$ 164,914	21%	$ 247,419	16%	$ 412,333	17%
Oral Health	$ -	0%	$ -	0%	$ -	0%
System Coordination	**$ 22,500**	**3%**	**$ 22,500**	**1%**	**$ 45,000**	**2%**
Outreach, Access, Navigation, and Case Management	$ 22,500	3%	$ 22,500	1%	$ 45,000	2%
Discretionary	**$ -**	**0%**	**$ -**	**0%**	**$ -**	**0%**

Source: Human services agency self-report of approximate use of 2019/20 Town and/or County funds by service area; crosswalk to current human services framework conducted by Program and Policy Insight.

ANTICIPATED FUNDING ENVIRONMENTS

While it is not possible to concretely forecast future revenue from the sources supporting the Teton region's human services agencies – including federal, state, local and private dollars – the ongoing revenue challenges at the state level lead regional stakeholders to anticipate continuing reductions in state funding for human services agencies.[7] Therefore, depending on the size of the state reductions and assuming no other changes in the broader funding context (federal, local or private revenue), the regional human services scenario is likely to be "level" or "reduced" in the foreseeable future unless new revenue mechanisms are pursued.[8]

RESOURCE ALLOCATION SCENARIOS

RESOURCE ALLOCATION SCENARIO CRITERIA

The resource allocation targets described below result from the application of the following criteria:

1. Resource allocation targets should align with community-identified human service area priorities.

2. Resource allocation changes should be gradual from year to year in order to avoid abrupt changes in service levels.

3. Resource allocation targets should provide a consistent base percentage of Town and County funding by priority area to facilitate a certain level of funding predictability for human services agencies.

4. Resource allocation targets should allocate a proportion of Town and County funds to a discretionary pool to enable local responsiveness to changing funding conditions and to positively augment base funding allocations, when possible.

5. If there is a tension between these criteria, adjust allocation proportions to result in a compromise allocation.

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[7] Human Service Mill Levy Talking Points – from TYFS," received December 23, 2019, and "Teton County System of Care 2017 – Budget Cuts"
[8] See the funding recommendation in this document for more information, as well as Appendix F for a summary of county funding research.

RESOURCE SCENARIO DETERMINATION

With each funding cycle, prior to allocating funds to human services agencies, the Town and County should use revenue information provided by the applicant agencies to determine the current funding environment based on the following parameters:[9]

- **Reduced:** Ten (10) percent or more reduction relative to the prior fiscal year in total human services revenue among applicant agencies, including public (federal, state, county, or town) or private (fund-raising or fee for service) dollars.

- **Level:** Less than 10 percent change relative to the prior fiscal year in total human services revenue among applicant agencies, including public (federal, state, county, or town) or private (fundraising or fee for service) dollars.

- **Increased:** Ten (10) percent or more increase relative to the prior fiscal year in total human services revenue among applicant agencies, including public (federal, state, or local) or private (fundraising or fee for service) dollars.

Figure 9 provides a visual demonstration of the three different resource scenarios using hypothetical funding amounts, tacking the Level resource scenario to a 2017 estimate of all revenue for the 10 agencies that make up the Human Services Council. The Reduced resource scenario is 10 percent less than the Level scenario and the Increased is 10 percent more. In this demonstration, the Town and County allocations remain steady, although there may be fluctuations from year to year.

Figure 9: Demonstration of Change in Human Services Resource Scenarios
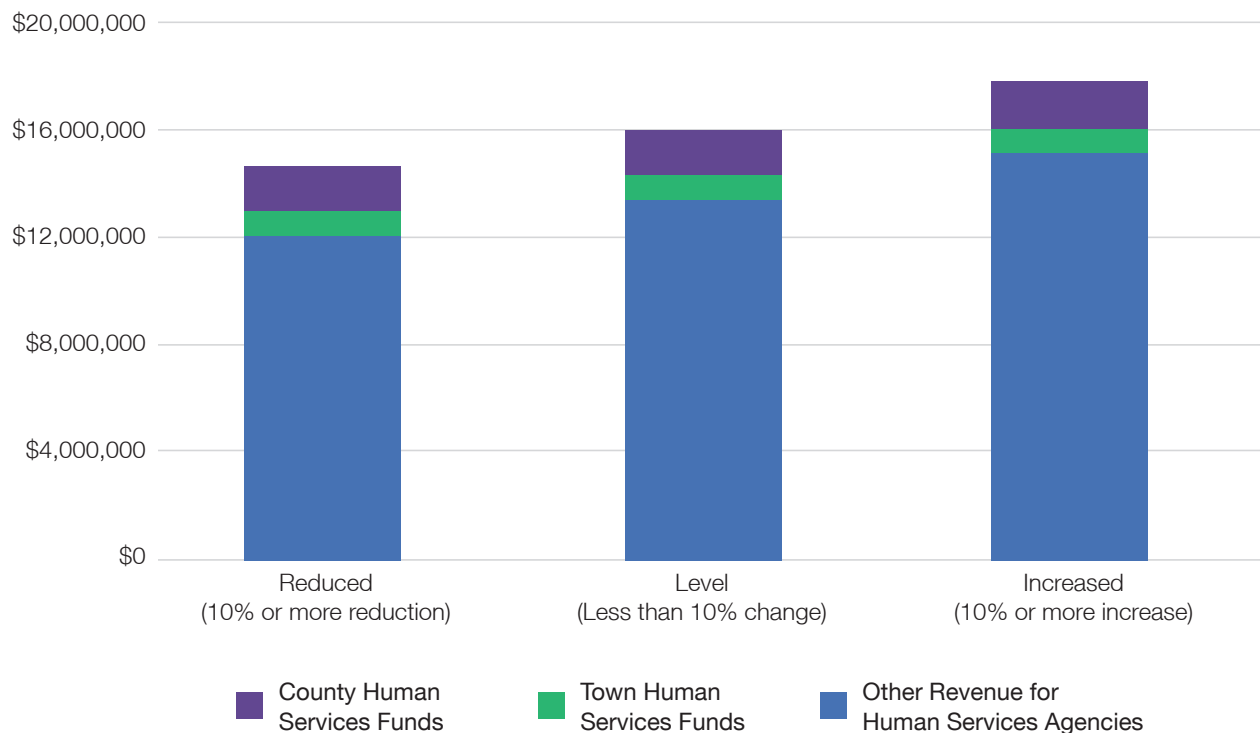
Source: This hypothetical estimate of total revenue for Teton County regional human services agencies is based on a Human Services Council report from 2017 which tallied the revenue of the 10 member agencies at approximately $16 million in fiscal year 2016/17. The Town and County amounts are based on 2019/20 actual human services funding.

[9] Since the determination of the funding environment for Town and County funding purposes is based on the revenue of applicant agencies, year-over-year comparisons in human services agency revenue could be influenced by new agencies applying for funds. In this event, Town and County stakeholders can use their judgement as to omit the revenue reported by the newly applying agency (agencies) or to include these dollars in the assessment.

Allocation of Funds According to the Resource Scenario

The resource scenario influences how dollars are to be allocated. This framework proposes a steady base allocation, regardless of resource scenario, and a discretionary fund that is responsive to the resource scenario.

Base Allocation

In all resource scenarios, the Town and County should aim to fund according to the following base allocation targets:

- 60% base allocation to services prioritized as Priority 1
- 25% base allocation to services prioritized as Priority 2
- 5% base allocation to services prioritized as Priority 3
- 10% discretionary fund

These percentage targets are applied to the total dollars the Town and County intend to allocate to support human services agencies. For example, in 2019/20, that amount was approximately $800,000 and $1.56 million, respectively. As the percentages are targets, some variation in funding above or below these targets is to be expected.

Using a hypothetical investment of $2.36 million between the Town and County, Figure 10 provides a visual representation of the base allocation and the 10 percent discretionary fund.

Figure 10: Demonstration of Town and County Human Services Funding Allocation Based on Hypothetical $2.36 Million Funded
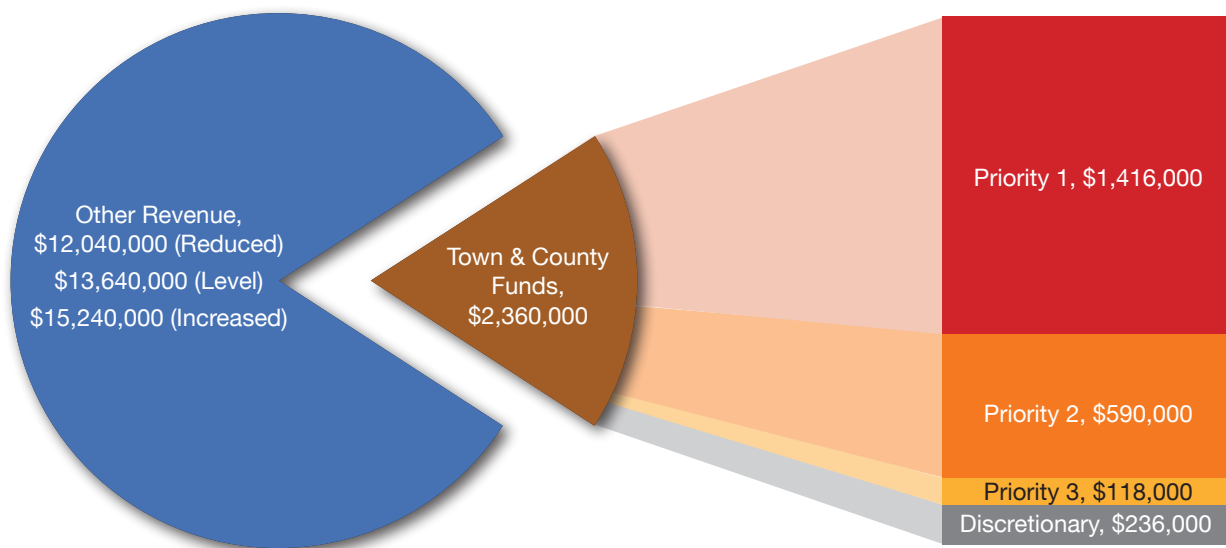
Figure 11 below provides an at-a-glance depiction of how discretionary funding would be handled in different funding environments, or resource scenarios. More detail on the allocation of the discretionary fund is provided below, in the Discretionary Fund Allocation sub-section.

Figure 11: Target Distribution of Discretionary Funding Pool to Service Priority Tiers Based on Resource Scenario

		Service Priority Tier		
		Priority 1	Priority 2	Priority 3
Resource Scenario	Increased	Least	Moderate	Most
	Level	Most	Moderate	Least
	Reduced	Significant backfill of losses in this tier	Modest-to-minimal backfill of losses in this tier	Minimal-to-no backfill of losses in this tier

Using 2019/20 funding levels as a demonstration, Figure 12 provides an illustration of how funds would be allocated according to the resource allocation targets. This model is not informed by past funding levels therefore percentage targets at the sub-area level are not set. This provides the Town and County with the most flexibility to allocate funds within each priority area in response to the funding requests received. Following the first year of this flexible funding model, the Town and County could decide to set targets at the sub-area based on the previous year's funding levels or other factors.[10]

Figure 12: Base Resource Allocation Targets by Priority Tier (demonstration based on 2019/20 amount funded)

Town	**$ 800,000**		**$ 1,560,000**		**$ 2,360,000**		
Priority 1	**$ 480,000**	**60%**	**$ 936,000**	**60%**	**$ 1,416,000**	**60%**	
Economic Stability: Housing Education: ECE and Development Health & Health Care: Mental Health Health & Health Care: Substance Use Disorder							
Priority 2	**$ 200,000**	**25%**	**$ 390,000**	**25%**	**$ 590,000**	**25%**	
Economic Stability: Poverty and Low-Income Support Economic Stability: Food Security Health & Health Care: Physical Health Health & Health Care: Abuse and Neglect							
Priority 3	**$ 40,000**	**5%**	**$ 78,000**	**5%**	**$ 118,000**	**25%**	
Economic Stability: Employment Support Economic Stability: Legal Services Education: School-Age Education and Enrichment Education: Adult Education and Training Health & Health Care: Oral Health System Coordination: Outreach, Access, Navigation, and Case Management							
Discretionary	**$ 80,000**	**10%**	**$ 156,000**	**10%**	**$ 236,000**	**10%**	

The resource allocation targets have the following features:

- They use the joint Town and County percentages to understand current regional human services funding distributions.
- They create Town and County alignment by setting the same allocation targets for both entities.
- They honor the community-identified priorities by providing a modest increase to Tier 1 spending (relative to the 2019/20 baseline), a modest decrease to Tier 2, and a more substantial decrease to Tier 3.

[10] For an example of resource allocation targets at the sub-service level using 2019/20 funding as a reference, please see Appendix K.

- They provide a base allocation percentage in any funding environment, where 90 percent of the Town and County human service funds available are distributed proportionally according to the base allocation guidelines.
- They provide a 10 percent discretionary pool, which enables the augmentation of base funding in response to dynamic funding environments – reduced, level, or increased.

Discretionary Fund Allocation

The discretionary fund enables the Town and County to be responsive to different revenue environments and newly identified needs. Since the intent is for these funds to be flexible, there are no specific target percentages, however, the following recommendations can provide some guidance on how those funds should be allocated depending on the resource scenario. Figure 13 provides a visual demonstration of how the discretionary fund could be allocated depending on the funding environment.

- **Reduced:** Town and County discretionary funds are to be targeted primarily to Priority 1 services or allocated to backfill losses in a particular service area, to the extent possible, while continuing to respect the identified human services priorities. For example, a substantial cut in federal dollars for a Priority 3 program may be allocated some discretionary dollars, but given its priority level, all or most discretionary dollars should still be allocated to Priority 1 services, and secondarily to Priority 2 services.

- **Level:** Town and County discretionary funds are allocated primarily according to community-identified priorities, with most going to Priority 1 services and least to Priority 3, and secondarily responsive to changes in the service environment, such as a newly identified increased demand for a particular service.

- **Increased:** The discretionary allocation must consider where the new dollars can be spent:
  - Assuming new dollars are for human services generally, allocate discretionary dollars more broadly to Priority 2 and/or 3 services which may have experienced the largest reductions in allocations under current and reduced funding environments.
  - Assuming the new dollars are targeted to specific services, use discretionary dollars to fund services that did not receive new dollars, with priority given to Priority 2 and/or Priority 3 services.

Figure 13: Demonstration of Possible Allocation of Discretionary Funds by Resource Scenario
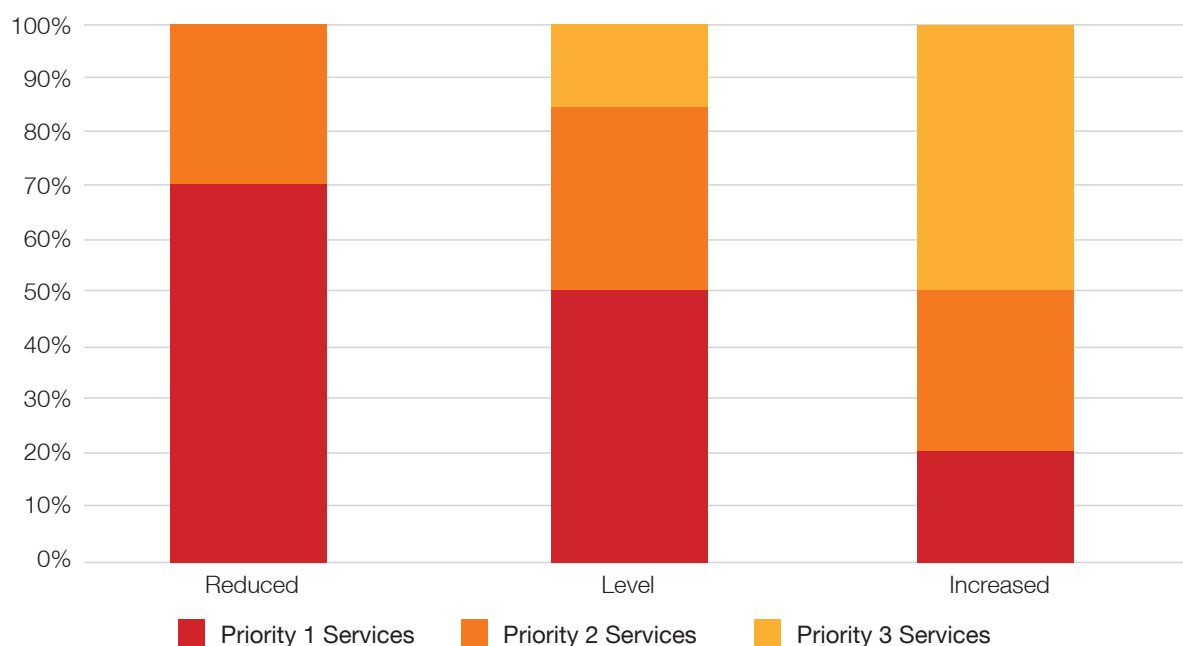
Funding Recommendation

Teton County and the Town of Jackson are interested in determining overall funding goals for the amount of Town and County funding dedicated to supporting human services in the region. In response to this interest, PPI initiated a review of academic literature on county and city human services spending, as well as a review of similar counties' budget and expenditure information available online. Data limitations and variation in budget methodology precluded direct comparisons with average human services spending and peer county data. Recommendations to refine the budget review to develop a more precise funding guideline are provided below.

Based on the limited data available for analysis, PPI identified multiple counties that allocate a dedicated 0.9 mill levy towards human services.[11] This 0.9 mill levy is in addition to other county and city human services spending, including dedicated human services departments, funding streams, and staff not supported by the 0.9 mill levy. In some cases, money generated through the 0.9 mill levy is targeted to fill the void left by state and federal funding cuts to health and human services, which was a key motivation in Teton County for developing the human services plan and funding strategies.

In the absence of a more robust funding comparison recommended below, and based on available data, we suggest the following funding considerations:

- Until more directly comparable research is conducted, the 0.9 human services mill levy identified in several counties may serve as an initial proxy point for a discussion regarding a funding benchmark.

- Analysis by PPI, and confirmed by the Teton County assessor, on Teton County human services spending from the General Fund suggested that if the County's current human services funding were to be calculated "in mills" it would be roughly equivalent to 0.75 mills.

- Increasing the County contribution towards human services by the equivalent of approximately 0.15 mill, to total 0.9 mill as a preliminary proxy point, would total roughly $293,000. Increasing the Town contribution by an analogous amount (0.20 of FY19/20 human services investment) would total an additional $167,000.

- These figures may be useful initial starting points for discussion regarding a Teton County regional human service funding benchmark. The amount of dollars directed at human services each year (e.g. the equivalent of 0.9 mill levy at the County and a commensurate amount from the Town) would reflect variation in General Fund revenue over time.

- As discussed above, completing a more robust analysis with similar counties and towns would strengthen contextual information for determining appropriate Teton regional human service funding benchmarks.

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[11] Please see Appendix F for a summary of county funding research.

This section provides suggestions for potential next steps for the Town and County to consider as they implement the human services and resource allocation plan.

DEVELOP FUNDING SOLICITATION PROCESS

The ability to implement the human services and resource allocation plan as proposed will require modifications to the information that the Town and County solicit from the agencies seeking funding and the process by which funding decisions are made. Stakeholders may want to consider the following recommendations in the process of developing a procurement process that is responsive to the human services plan. Several recommendations are informed by Harvard Kennedy School Government Performance Lab work on supporting results-driven procurement systems and related best practices. Copies of requests for proposals collected from comparison counties and reviewed by PPI can be provided upon request.

Sample shell matrices are provided to illustrate possible ways to collect the needed data from requesting agencies with the least amount of burden. To facilitate analysis by service priority area, PPI recommends using an electronic database or online survey service that can easily collect and compile all funding requests by service area.

- **Convene a stakeholder working group.** The intent of the stakeholder working group is to reflect on the Town and County's goals with respect to funding human services and develop a procurement request or application process that achieves those goals. The stakeholder group can also provide feedback on practical elements of the application process, including the feasibility of providing the requested information and response burden. The Harvard Kennedy School Government Performance Lab provides a step-by-step process for creating robust procurement requests. Note that the stakeholder working group is to provide input on the new funding application; it is not intended to make funding decisions.

- **Develop a funding rubric that incorporates the changing dynamics of other funding streams.** To determine the funding environment – reduced, level, or increased – the resource allocation scenarios assume that the Town and County have information on the variety of revenue streams supporting the activities of the region's human services agencies. A request for this information should be included in the application process. PPI recommends using the following revenue categories that were used in a Human Services Council research effort in 2017:

    - Federal grants or contracts

    - State grants or contracts

    - Teton County funds or contracts

    - Town of Jackson funds or contracts

    - Other County grants or contracts (specify counties)

    - Other State grants or contracts (specify state(s))

    - Fees for services / earned income

    - Private fundraising

    - Other

    In addition to considering the revenue of the requesting human services agencies, the Town and County may also want to assess the local investment in programs such as TANF, SNAP, or other human services programs administered locally by state or federal agencies. Doing so would provide the broadest assessment of the regional human services funding environment, but it could be challenging to obtain reliable figures.

Since the revenue information collected from the agencies responding to the application request would be actual revenues from the prior fiscal year funding, any anticipated changes to the previous year's revenue amounts should be estimated by the responding agencies. This could take the form of an anticipated dollar amount or percent change for each revenue source. Justification for the anticipated change should be noted. Barring information on anticipated changes, the assumption should be that future revenue will be roughly on par with the previous year.

With this information compiled, the Town and County can determine the resource scenario that will guide the allocation of the discretionary fund for the funding cycle.

Sample data collection matrix:

	Prior FY Revenue (Actual)	Anticipated Percent or Dollar Change	Anticpated Revenue	Rationale for Anticipated Change
Federal grants or contracts	$	% or $	$	text
State grants or contracts	$	% or $	$	text
Teton County grants or contracts	$	% or $	$	text
Town of Jackson grants or contracts	$	% or $	$	text
Other County grants or contracts (specify counties)	$	% or $	$	text
Other State grants or contracts (specify state(s))	$	% or $	$	text
Fees for services / earned income	$	% or $	$	text
Private fundraising	$	% or $	$	text
Other	$	% or $	$	text

- **Collect funding request amounts by service area.** To enable the Town and County to allocate funds according to the appropriate resource allocation scenario, the application must ask applicants to identify the human service area(s) they serve. These are broad categories, and most agencies provide a range of services, but the agencies should be encouraged to identify their core service area or areas. Highly cross-service agencies may want to propose several project alternatives (see recommendation below).

Sample data collection matrix:

Funding Request (in dollars)	Economic Stability					Education			Health and Health Care					System Coordination
	Housing	Poverty and Low-Income Support	Food Security	Employment Support	Legal Services	Early Childhood Education and Development	School-Age Education and Enrichment	Adult Education and Training	Mental Health	Substance Use Disorder	Physical Health	Oral Health	Abuse and Neglect	Outreach, Access, Navigation, and Case Management
$	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
$	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
$	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
$	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
$	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
$	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
$	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
$ total	$	$	$	$	$	$	$	$	$	$	$	$	$	$

- **Assess services across the lifespan and for special populations.** As noted above, the prioritization work conducted through this project identified a focus on the needs of children, youth, and seniors; however, there was widespread recognition that the human services system must serve across the lifespan. Similarly, while it is imperative that the human services system meets all needs, the community engagement work identified the particular needs of recent immigrants and people with disabilities. At minimum, funding requests should identify the populations to be served by Town and/or County funds. In developing the application, staff should consider whether asking agencies to provide service or client counts, when possible and applicable, would be valuable additional detail. Stakeholders will want to determine if priority should be given to proposals that serve the identified focus populations or if the Town and County should simply ensure that there is coverage for the focus populations across all the submitted proposals.

Sample data collection matrix:

Population(s) to be served											
Lifespan Category	Children and Youth				Young Adults / Adults				Older Adults			
	# or ✓				# or ✓				# or ✓			
Special Populations	Recent Immigrants	People with Disabilities	People with Low Income	Other	Recent Immigrants	People with Disabilities	People with Low Income	Other	Recent Immigrants	People with Disabilities	People with Low Income	Other
	# or ✓	# or ✓	# or ✓	# or ✓	# or ✓	# or ✓	# or ✓	# or ✓	# or ✓	# or ✓	# or ✓	# or ✓

- **Ensure funding requests are responsive to community goals and objectives.** The human services community engagement work resulted in collaboratively developed vision, mission, and goals. At minimum, application responses should indicate how the agency's proposed work will respond to the community vision and mission, and at least one of the goals. If the Town and County conduct subsequent work to identify associated community-informed objectives, strategies, and actions, the application should request that agencies indicate how the funds will be used to implement the identified strategies. Alternatively, the Town and County may request that agencies develop an outcomes-based plan by proposing objectives and outcomes measures for the services proposed, while ensuring alignment with one or more of the community-identified human service goals. The outcomes identified may be client-oriented (did the client improve?) or program-oriented (was the program implemented with fidelity?). Program-oriented measures require that the services proposed are evidence-based best practices. The working assumption is that if a program is implemented with fidelity to the evidence-based model, positive client outcomes will result. Program-based outcomes may reduce reporting burden.

- **Consider movement towards a two- or three-year funding cycle.** Many public agencies and private funders are shifting to a multiple year funding cycle to reduce administrative burden, provide revenue and expenditure continuity, and allow for a longer-term investment and outcomes measurement horizon. Second and subsequent year funding is contingent upon funding availability and reporting on annual performance measures, and is typically adjusted for inflation. Flexibility can be built into this model, such as enabling agencies to request a contract modification if circumstances change dramatically from when they initially applied for funding. The Town and County may wish to consider opportunities to implement multiple-year human service funding cycles to experience these benefits.

- **Enable agencies to apply for several alternative projects.** To ensure that the Town and County are funding according to the resource allocation targets, which are based on community-identified service area priorities, they may wish to allow agencies to propose several different projects that serve different service areas. This would enable the Town and County to select to fund projects that align with the service priority targets. This would also be particularly beneficial to agencies that provide a variety of cross-sector services, any of which need support, and reduce the need for agencies to attempt to guess which service area has the highest chance of being funded.

- **Provide support in preparation for the FY2022 human service funding cycle.** The proposed content, process, and evaluation are sufficiently different from current human services funding practices that technical assistance for agencies is warranted. Convening a stakeholder workgroup to refine the application, as discussed above, can facilitate communication and consensus on the process. Opportunities for agencies to complete a "dry run" of the new application, with technical assistance from the Town and County, prior to the actual FY2022 funding cycle can increase their familiarity with the application and identify any needed modifications. Technical assistance can take the form of funder/recipient application forums or on-call assistance.

CONDUCT COMPARATIVE FUNDING ANALYSIS

Conduct more rigorous funding benchmark analysis. In the interest of developing benchmark data from peer communities to guide funding decisions, PPI sought academic and professional articles that summarized county/town expenditures on human services, and budget data from similar regions to gauge Teton's funding in the context of comparable counties.[12] Compared to the relative abundance of data on health care spending, very little directly comparable data exist to present how much is spent on social services, and how spending varies across counties.[13] In conducting our own analysis of county human service budgets, we found several challenges in developing apples-to-apples comparisons with like county data available online.[14] However, county-level budget research did identify multiple case study examples of how counties have funded human services in their jurisdiction (including state statutes, mill levies, and private fundraising).[15]

If Teton County and the Town of Jackson are interested in true apples-to-apples comparison of their respective expenditures on human services, we recommend a separate analysis that clearly identifies the human service categories to be included in the comparison (e.g. limited to general fund human services spending, human services spending in its entirety across categories and governmental departments, such as education, etc.) and solicits original county- or city-level data through individual data requests of the identified service categories to ensure comparable, meaningful data.

REGULARLY REVISIT COMMUNITY PRIORIZATION

Conduct regular and rigorous community prioritization activities. To ensure that human services remain aligned with community priorities, the stakeholder engagement and prioritization process should be replicated every three-to-five years. Additionally, although the current process incorporated diverse stakeholder feedback and utilized recently completed needs assessment for contextual data, aligning the human services prioritization with a formal community needs assessment would provide more robust data on service need and supply to inform the prioritization process. The Town and County may consider opportunities to build supplemental questions into regular needs assessment processes, such as the Teton County Community Health Needs Assessment, to minimize respondent burden and ensure that priorities are informed by up to date information on human services demand and supply. Ongoing refinement of human services priorities to reflect shifts over time is expected. The human services funding model can be adjusted to account for evolving community priorities.

CONSIDER GREATER CONNECTION BETWEEN HUMAN SERVICES AND HOUSING

Consider forging a greater connection between human services and housing. Housing costs are extremely high in the Town of Jackson and Teton County. High housing costs and the high overall cost of living significantly impact low and moderate income community members through housing instability, pushing the workforce into outlying areas to find affordable housing and requiring many people to

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12 For a summary of county funding research, please see Appendix F.
13 McCullough, J.M. Local health and social services expenditures: An empirical typology of local government spending. Preventive Medicine 105 (2017) 66-72.
14 See Appendix G for a summary of challenges in collecting comparable human service funding data.
15 Please see Appendix F for brief descriptions of human service funding strategies used in other counties.

work multiple jobs or live in overcrowded conditions to remain in the region. Housing issues are linked to working adults spending less time with their families, children having less supervision, and increased household stress negatively impacting health and well-being.

It is hard to analyze or address health and human services needs without including housing. However, the scale and cost of housing-related issues make some human services providers hesitant to incorporate housing stability within the human services framework, worrying housing may overwhelm other important human services work. This challenging dynamic contributes to the fact that the greater Teton community has not yet defined its approach to supporting housing stability for marginalized communities across varied providers and funding streams.[16]

The Jackson/Teton County Affordable Housing Department primarily focuses on housing supply issues, while some greater Teton community human services providers provide housing supply and supportive services for target populations, including domestic violence survivors and seniors. Many of these are short-term housing solutions for individuals and families in crisis. The Affordable Housing Department is working to horizontally integrate housing across these organizations to increase coordination across emergency housing supports.

Communities across the country are struggling with the same issue.[17] A growing number of counties, cities, and states are increasing coordination between housing and human services to better serve shared clients. Some have focused their coordination efforts on target populations, including the chronically homeless and people with disabilities, including severe mental illness, through Housing First approaches.[18] Others have combined health and human services with housing agencies to improve coordination for all low income residents. Boulder County, Colorado was among the first to merge housing and human services functions in 2009, in an effort to effectively focus on the social determinants of health. San Diego County merged services into a new Health, Housing, and Human Services Department in 2016.[19]

Consolidation or creation of a new entity are two approaches to increasing coordination between housing, health, and human services. Short of that level of organizational/governance structure change, the greater Teton community would benefit from increased coordination to meaningfully support a social determinants of health framework.

Effectively addressing housing stability issues requires significant, dedicated, and coordinated funding. The Jackson/Teton County Housing Supply Program is funded by the Town of Jackson and Teton County (typically $1,000,000 from one governmental entity in alternating years) and development fees and includes new housing production, housing preservation, and programs. The Affordable Housing Department is funded jointly – 45 percent from the Town and 55 percent from the County – and covers management and administration of housing programs. The Town and County funding for the Affordable Housing Department is in addition to human services funding discussed in the funding models.

The Affordable Housing Department is looking at a few new or emerging opportunities to bolster housing stability in the community.

- **Nonprofit arm of Jackson/Teton County Affordable Housing Department.** According to interview input, the Affordable Housing Department is looking at creating a 501(c)(3) nonprofit organization to allow them to pursue state and federal grant funds.

- **SPET-funded Community Housing Opportunities initiative.** In 2019, Teton County passed a housing-focused Special Purpose Excise Tax (SPET) initiative, dedicating $5.5 million toward increasing the supply of affordable housing for the local workforce.

- **Supporting at-risk families through pilot project.** The Affordable Housing Department recently adopted a pilot project to pass funds to a local nonprofit to support housing stability for at-risk families, across the continuum of pre-tenancy, tenancy, and supportive services.

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[16] Please see Appendix H for a summary of the continuum of housing services.
[17] Please see Appendix I for an example of how the City of Aspen and Pitkin County have funded housing support services through a combination of taxes and fees.
[18] National Alliance to End Homelessness, What Housing First Really Means, (https://endhomelessness.org/what-housing-first-really-means/, March 2019).
[19] Mattie Quinn, Boulder County, Colo.: Blueprint for Merging Health and Housing Under One Roof, (Governing, August 2019).

Specific considerations related to human services and housing coordination include:

1. **Continue to increase coordination of housing and human services as the greater Teton community works within a social determinants of health framework.** This coordination may take many forms, including: formalized processes and agreements develop a centralized or horizontally integrated housing supply including emergency or crisis housing; deepened coordination between the Affordable Housing Department and human services providers including data sharing and blended/braided funding; established meetings between the Housing Director and human service providers for dedicated discussion on increased housing/human service integration; and consideration of consolidation and creation options for a more coordinated governance structure to support improved support across the social determinants of health.

2. **Define housing service continuum for greater Teton community.** Having a shared understanding of what housing support services are (including outreach and screening, housing placement, tenancy, and supportive services) and who is responsible for them is a concrete step toward increasing effective coordination. For example, this could take the form of housing continuum collateral provided throughout the human services community that is widely distributed and available online.

3. **Continue to analyze options for increasing stable, ongoing funding for housing support services.** The Affordable Housing Department has been exploring funding benefits from establishing a nonprofit arm and supporting the passage of the 2019 SPET housing initiative. A housing real estate transfer tax, sales taxes, and other taxes and fees are additional options that could be analyzed.

CONSIDER STRATEGIES TO IMPROVE SYSTEM COORDINATION

Explore opportunities for more intentional system coordination. The need for ongoing and improved system coordination was identified in the community engagement process. This may be done through the identification of a "front-door" organization that refers individuals to appropriate services within the community network, or a common application and intake process that routes participants to appropriate services regardless of their entry organization. Additionally, human services navigators in a front door organization or embedded within existing providers can facilitate warm hand-offs and follow-up across services.

To build this capacity, the Town and County may wish to allocate a portion of the discretionary fund to support deliberate system coordination activities, including outreach, navigation, cross-agency case management, and improved data sharing and analytics. Alternatively or additionally, the Town and County may wish to build system coordination into the application process, asking agencies to identify how they will work collaboratively with other agencies to ensure seamless service delivery and avoid duplication or gaps in services.

ENGAGE IN ONGOING EVALUATION AND LEARNING

Increase active contract management. Teton County and the Town of Jackson expressed interested in developing capacity to conduct ongoing contract evaluation and learning. Recent research by the Harvard Kennedy School's Government Performance Lab indicates that when cities align their procurement practices with a data driven strategy, they advance performance results. Key components of contract program evaluation include identification of program outcomes, articulation of reasonable indicators to track progress on outcomes, and development of capacity to interpret and learn from data for program improvement. From a funding management perspective, research suggests three key ways in which typical government contracts fail to optimize performance opportunities:[20]
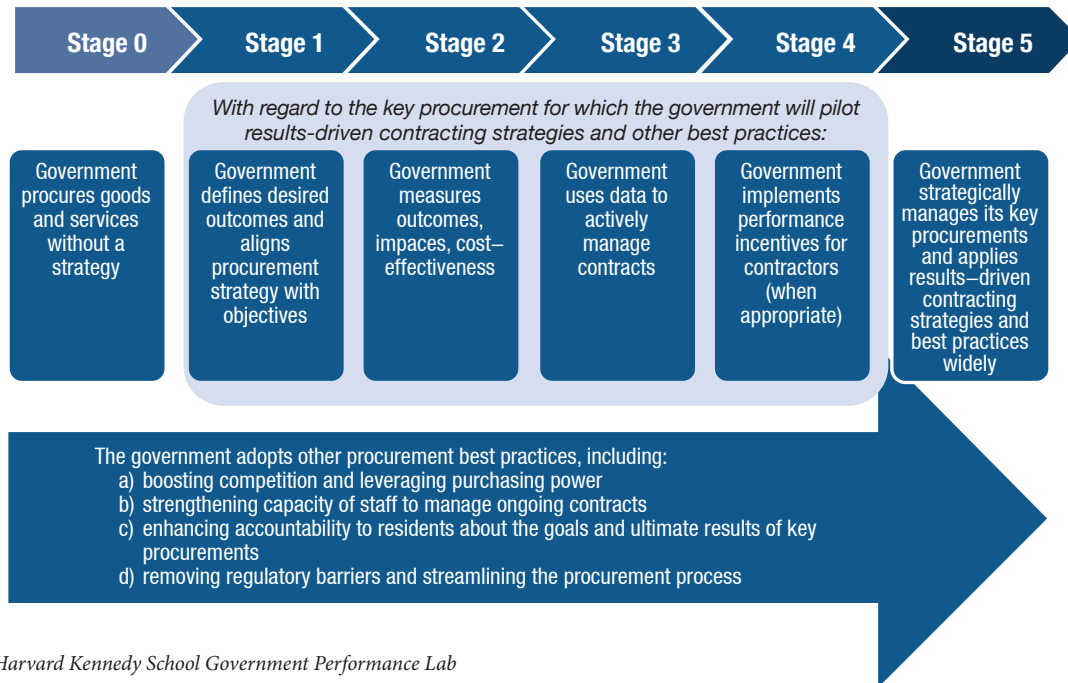
- Government agencies do not purposefully attempt to improve service provision.

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[20] Harvard Kennedy School Government Performance Lab. Active Contract Management: How Governments Can Collaborate More Effectively with Social Service Providers to Achieve Better Results.

- Agencies fail to collect and use data to improve delivery of contracted services.

- Agencies fail to collaborate effectively with providers to improve outcomes.

Figure 14 below presents six stages of results-driven contracting strategies. Research suggests three primary benefits from an actively managed contracting relationship, including the ability to identify performance problems in real-time and respond with immediate course corrections, incremental improvement stemming from persistent attention to key performance drivers, and broad systems improvement based on service delivery or administrative changes that result from utility-focused evaluation and performance measurement.

Figure 14: Continuum of Results-Driven Contracting Strategies and Other Procurement Best Practices

Stage 0	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5

With regard to the key procurement for which the government will pilot results-driven contracting strategies and other best practices:

Government procures goods and services without a strategy	Government defines desired outcomes and aligns procurement strategy with objectives	Government measures outcomes, impaces, cost–effectiveness	Government uses data to actively manage contracts	Government implements performance incentives for contractors (when appropriate)	Government strategically manages its key procurements and applies results–driven contracting strategies and best practices widely

The government adopts other procurement best practices, including:
a) boosting competition and leveraging purchasing power
b) strengthening capacity of staff to manage ongoing contracts
c) enhancing accountability to residents about the goals and ultimate results of key procurements
d) removing regulatory barriers and streamlining the procurement process

Source: Harvard Kennedy School Government Performance Lab

To actualize these benefits, Teton County and the Town of Jackson may wish to integrate elements of active contract management, such as collaborative development and review of program measures, to improve program services and outcomes. Development of a strategic plan and associated evaluation plan can identify human service outcomes and shine a light on progress being made in the region. This evaluation process should include human service providers as partners in the development of, review of, and response to program data.[21]

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[21] For examples of ongoing evaluation and management, see Appendix J.

This collaboratively developed Human Services and Resource Allocation Plan provides Teton County and the Town of Jackson with strategic tools to better support human services delivery and track progress toward improved outcomes. The resource allocation efforts by the Town and County within this scope of work will support associated efforts to develop a comprehensive human services strategic plan and evaluation plan. These efforts should be informed by community indicators, periodic needs assessment, and service prioritization analysis in a continuous improvement cycle. Work done through this project demonstrates a collective dedication to improving the effectiveness of human services delivery and outcomes for all community members, particularly those who are underserved or vulnerable. As the Town and County move forward in partnership with human service providers to realize the shared vision of a greater Teton community in which all people can achieve their full potential for health and well-being, next steps should be pursued with strong leadership, effective communication, and thoughtful change management approaches.