sharing data to power change
introduction

The StriveTogether Cradle to Career Network is a national movement of nearly 70 communities working to improve outcomes for kids by bringing together cross-sector partners around a shared community vision and accountability for results. One network member, Achieve Brown County (ABC), has worked with StriveTogether to form an innovative data-sharing agreement to improve youth outcomes in Green Bay, Wis. This case study shows how ABC built relationships and trust among large-scale institutions to access this data, leading to meaningful action for young students of color.

Brown County, Wisconsin

Achieve Brown County’s executive director, Spencer Bonnie, calls Brown County “a classic upper-midwestern county with nice, hardworking people and a strong sense of community.”

The county, situated on the east coast of Wisconsin, is home to eight public school districts and three health care systems. Its urban center, the city of Green Bay, is surrounded by suburban and rural neighborhoods. Particularly in Green Bay, diversity is on the rise. Though Brown County has a majority of white residents, over the past two decades, the city has seen an increase in Hispanic communities and Hmong and Somali refugees. The county also happens to be one of two that are home to the Oneida Nation of Wisconsin, a federally recognized tribe of the Oneida people.

Much like other major cities and their suburbs, Brown County faces stark income disparities. With a median annual income of roughly $60,000, nearly one in 10 residents lives below the poverty line. The region is rich in industry and agriculture, and its NFL team, the Green Bay Packers, are the only team nationwide that is publicly owned — a factor that goes a long way in strengthening community ties.

“There is a huge feeling of Packers pride in Brown County. The Packers have contributed to our sense of community, not only by bringing us together, but as one of the most charitable forces in all of Green Bay,” said Bonnie.
Opportunities

Student outcomes seem connected to a community’s socioeconomic status in Brown County. The city center, with the highest concentration of people of color, faces the highest levels of poverty, systemic racism and language barriers. Kindergarten readiness and early childhood outcomes have suffered as a result. Suburban schools are largely made up of white children and families and, due to a higher property tax base, can afford to spend more per student, leading to more opportunities. Schools in the rural outskirts mainly serve families with relatively low incomes earned at manufacturing and farming jobs, resulting in a lower tax base that impacts students’ chances to succeed.

Brown County students face an opportunity gap, particularly among Black and Indigenous First Nation students. High school students that identify as Black and Indigenous face a 30% rate of absenteeism, six times the rate of their white classmates.

Thanks to organizations like We All Rise — a Black-led nonprofit organization that provides Black youth with academic support — the high school graduation rate has been consistently improving for Black students. The rate has jumped over 30% in less than 10 years, from 53% in 2011 to 88% in 2019. First Nation students who are not from low-income households graduate at the same rate as their white peers, at 97%.

“We focus on bright spots, because data can tell part of the story, but out of context, it can be misinterpreted. For example, districts may receive lower-than-average scores, but sometimes the best educators are supporting kids with the most challenging lives,” said Christian Roovers, ABC’s evidence-based decision-making manager. “That’s why it’s so important to get as much data about our kids’ lives as possible, so we can tell the whole story.”

Open enrollment

Wisconsin is an open enrollment state, meaning families can apply to attend any public school, or apply to a private school. Each Wisconsin student is assigned a district based on their home address. While the large majority of families elect to send their children to their local school, it has never been more important that schools can show high scores and graduation rates to attract students and ensure resources are allocated equitably.

“In Wisconsin, families have their choice of schools, and resources are more scarce than ever. It puts districts in unfair competition with each other. They’re competing for students and for funding, so data is very sensitive,” Bonnie said. “The districts have trust in us to share facts that convey the success of all children, without creating a perception that any district is better than another.”
A collective impact approach

Despite a strong foundation of nonprofit organizations working to improve youth outcomes in Brown County, most have been historically accustomed to working independently, rather than collaboratively.

“There’s so many people and companies willing to fund positive social change, but there was limited communication between systems.”

– Christian Roovers, ABC's evidence-based decision-making manager

In 2011, the Brown County United Way, the Greater Green Bay Community Foundation and the Greater Green Bay Chamber partnered to conduct the Leading Indicators for Excellence study of Brown County, a comprehensive study to learn more about issues facing the community. When cradle-to-career youth development rose to the top of the issues requiring action, ABC was founded to lead the effort in collaboration with businesses, nonprofits, schools, government agencies and individual community members.

“Before ABC, most community institutions rarely had the opportunity to talk with each other or hear things from another sector’s perspective. ABC brings them together and helps them build relationships with each other. That's the benefit of collective impact,” said Mary Klos, ABC’s senior data analyst.
Putting data into practice

ABC maintains a strong organizational commitment to data and evidence-based practices to advance cradle-to-career outcomes for all youth.

“Pure and simple, data provides hard evidence of what’s actually happening around you, regardless of perceptions or assumptions,” said Bonnie, who was named ABC’s executive director in 2018. “Because of that, data helps inform the decisions that drive the best possible actions, which then drive the best possible results. It’s about achieving the best outcomes and impact in our work.”

Community Information System

Before ABC was founded, the Brown County United Way created a Community Information System (CIS) to track data points about the community. Bellin Health, one of three major health systems in Green Bay, helped design the tool and launched it by putting its own data into the system. The original vision was to use the CIS as a case management tool for social services personnel to input data about the children and families they were serving.

“That ended up being too much of a lift, so the United Way pivoted from a case management system to developing a longitudinal system. That led to partnering with SysLogic,” said Bonnie.

SysLogic is an information systems consulting and services firm dedicated to helping clients large and small conduct business more effectively. The firm delivers solutions using leading-edge technology and sound business processes. SysLogic has acted as a partner by housing, merging and then de-identifying data at the individual level for community use.

When ABC was founded, the United Way made ABC co-owner of the CIS. Roovers, who manages the CIS for ABC, works with all partners to collect, integrate, analyze and visualize the data to inform decisions to improve young lives in Brown County.
Collective impact through collecting data

ABC’s project was designed to combine student achievement data with data from the three major health systems in Brown County. The integration of data is building a more holistic understanding of the health services received by young students — particularly from birth through third grade — and where there may be gaps in service. By accessing data from schools and health providers, ABC wanted to learn the baseline status of key health and mobility conditions for young children in Brown County and to improve outcomes for children of color.

Brown County’s three major health systems agreed to share their data, including information on clinic visits for children, hospitalizations, developmental screeners, immunization records and well visits for children under 5. There were also some nonprofits — namely early childhood centers — that contributed data. But student-level data from the eight different school districts was missing — and that was critical.

“Schools have traditionally been very careful to protect their students’ privacy rights under FERPA and are rightfully hesitant to share student-level data outside of their walls. Plus, there are two important data points we need that indicate poverty — students who qualify for free and reduced lunch and students experiencing homelessness — which have even higher standards of privacy protection at the federal level,” said Klos.

FERPA, the Family Educational Rights and Privacy Act, is a federal law that provides strict guidelines to schools for when student education records can be shared. The Department of Agriculture has even stricter sharing guidelines for the data related to the National School Lunch Program, while the McKinney-Vento Homeless Assistance Act puts restrictions on sharing data concerning youth homelessness.

“Our original plan was to go to school districts individually and ask for student-level data and set up data flows with each individual district. We started with the largest school district, Green Bay, but there were too many FERPA challenges,” said Klos. “Over the years, we tried a few alternative plans but in the end, the school districts were frustrated. They were already sending data to the state, and they didn’t have time to send it to us, too.”

Changing course

Ultimately, ABC decided to go straight to Wisconsin Department of Public Instruction (DPI) for the data. But the initial result was not what the organization had hoped.

“We were almost immediately shot down. First, we asked for way too much data. We didn’t know what to ask for, so we asked for everything,” said Bonnie. “Also, our request was the first time a community-based organization that didn’t have direct ties to DPI had approached the state for data.”

Generally, outside requests for student data in Wisconsin come from educational institutions or research institutions. ABC’s request was the first to seek data for continuous improvement purposes and, ultimately, to design collective impact approaches for better outcomes.

Just as ABC began to make headway with DPI, it encountered another hurdle. Tony Evers, who had led DPI as the Wisconsin superintendent of public instruction, was elected governor. This led to a
Following DPI’s rejection of its initial request for data and its direct guidance for how to make a new request, ABC worked to refocus its efforts by finding the most important research questions and choosing a particular demographic and set of data points. The scaled-back research questions focused on the frequency of annual well checks between ages 0 and 4, the mobility patterns of young students and the extent to which health issues contributed to attendance issues.

Though not required, the creation of written agreements among all of the data holders supported the process of acquiring school-level data from DPI. ABC worked with corporate counsel to develop and facilitate a review process for agreements and letters of support. Then, the team began the process of reaching out to superintendents of all eight Brown County school districts.

In March 2019, ABC began conversations with each superintendent — a process that took nearly six months. Bonnie and Roovers, with the help of corporate counsel, approached each with a verbal request to release data through DPI. Following those conversations, ABC presented the final research questions and developed a universal data-sharing agreement, data use agreement and letter of support to present to the superintendents.

As ABC continued to navigate DPI, StriveTogether came through with funding to help form the Wisconsin Partnership. This coalition of StriveTogether partners employed a statewide data coordinator, Kristin Kappelman, who had relationships within DPI to help facilitate the data-sharing process.

“For the first year, a lot of my job was legal agreements. I spent hours comparing legal agreements among health system partners, highlighting differences and drafting the school agreements. We met with superintendents, talked about our research questions and built the case for why we ought to do this,” said Roovers.

In late January 2020, a meeting was held to get all superintendents in the same room. Bellin Health attended the meeting to help the superintendents feel comfortable with the potential risk and see the collective benefit. All expressed verbal support for finalizing the process. A few months later, each superintendent agreed to the terms and signed the agreements.

Moving forward
Brown County’s data-sharing partnership between the public sector, the health care system and the public school system is the first and only of its kind.

“The CIS is not like any tool anywhere else in the country. It encompasses several different entities, and is co-owned by two entities,” said Bonnie. “It’s a first, and it’s a big win for our children.”

The health care systems in Brown County took an early leading role in the process. Not only was Bellin Health the first to agree to share data, but it helped reach out to the other two healthcare systems — Prevea Health and Advocate Aurora — to get them on board. All three companies have been using the CIS to record data for several years.

“Three major health care systems putting data into one system for research, analysis and decision-making — that is unheard of. It doesn't exist anywhere else in the country,” said Bonnie. “Adding in the data from DPI, Brown County will still be the only place in the country to analyze those two sets of data together. We’re proud to be the first, but the hope is that it can be replicated in other cities and counties.”

For ABC, it all came down to relationships, trust and collective benefit. Relationships that the United Way had before ABC was founded helped ABC’s credibility, and the health care systems — which are accustomed to using data — saw the value in the vision.

“Population health always begins with knowledge of the population. Health care systems are great at recording data, but here in Brown County, each system is one of three. So, they are missing two-thirds of the data. For them, the incentive to combine their data is to gain insight into the county as a whole,” said Roovers.
ASSEMBLING THE BEST TEAM

Within ABC’s evidence-based decision-making department there are two focuses: analysis and visualization. While Klos and her team are tasked with technical data analysis, Roovers’ role is more administrative. The two work in tandem to provide thorough analytics in a way that is easy to understand.

The collaboration of these two roles is intentional to maximize the impact of data.

“When I started with ABC five years ago, part of my job was to analyze the big data set, but my administrative responsibilities as a data manager left me little time for analysis work, and it was hard to make a dent. That’s when we hired Christian, and I moved into a senior research position, where I could focus completely on research,” said Klos.

The new staffing arrangement allows Klos to spend all of her time analyzing the raw data from the CIS and, soon, the student-level data from DPI.

“After the analysis is done, that’s when data visualization comes in. We clean up the data and prepare an easy-to-read presentation that bridges the gap between experts and the public,” said Roovers.

Roovers’ role is more relationship and communications-based, including facilitating meetings, fostering a good team atmosphere, communicating with partners and managing legal agreements.

DEVELOPING THE RIGHT RESEARCH QUESTIONS

Constructing a set of research questions requires a clear objective and focus. Klos, whose team was responsible for generating research questions for this project, conducted an iterative process with community partner input and feedback from the school districts.

“Of course, the school districts wanted to know what we were asking for before they would approve. We took our ideas to all eight superintendents, got their feedback and got to work on drafting our research questions,” said Klos. “We started with a long list of questions, but it got too overwhelming. Instead of shooting for the stars, we tightened our focus.”

Now that a process is in place, Klos is confident it will be easier to gain approval on a next set of research questions so that the process can continue.

“Our research may start with a set of questions, but part of the value is the other questions they lead to. Once you get the data and make sense of it, the process continues, but we never know where it’s going to lead us. What we’re going to find is a Pandora’s box of things that we didn’t expect to uncover, and our questions will vary accordingly,” said Bonnie.
PREPARING A SUCCESSFUL REQUEST

ABC’s first request to DPI failed because it was too broad. Getting access to the data you need is best accomplished with a narrower request.

“My advice is to ask for fewer data — bound to a specific research question or short set of questions — over a certain period of time,” said Bonnie. “We learned that less is more, and it helped to narrow our focus.”

Establishing a data-sharing agreement, data use agreement and a formal letter of support from each school district in Brown County was a critical step in making the request to DPI.

“My advice is to ask for fewer data — bound to a specific research question or short set of questions — over a certain period of time,” said Bonnie. “We learned that less is more, and it helped to narrow our focus.”

GAINING TRUST

Asking an entity to share its data requires a relationship built on trust. There must be an agreement that the data will be protected — particularly when the data relates to youth.

“Technical expertise is never the challenge. You can hire anyone to accomplish complicated technical tasks. But partners want to know that you care,” said Roovers.

For six years, ABC has demonstrated its commitment to its partners by attending community events and partner meetings, and ABC brings lessons back to its group. As it developed relationships with partners across different sectors, ABC built a solid reputation as an advocate for youth in Brown County.

“The best way to show partners that you care is to persistently show up for them. I don't think we could have accessed the data we did without showing we were a trusted collaborator,” said Roovers.

STAYING PATIENT

The process of attaining data can be long and arduous. Growing authentic relationships, navigating systems and gaining permission to use data can take years. Remaining patient is crucial.

“It took 19 months to formally get to the finish line of our project,” said Bonnie. “We worked hard at it every single day, but when it comes to data, it's a slow process.”

Though ABC benefited from relationships built before its founding, the organization still had work to do to establish itself as a backbone organization and to build trust with community partners.

“It's so challenging. It takes time because sharing data — especially when it pertains to children — is inherently high risk,” said Roovers. “We are sensitive to that, and that's why it's so important that we prove ABC is a trusted partner.”
Now that ABC has access to data furnished by DPI, it is important to remember that the effect on outcomes will not be immediate. This is particularly true in 2020, as the COVID-19 pandemic is preventing schools from resuming full-time, in-person instruction.

“Data is a long-term investment. People who want quick results aren’t going to see it in this process. We are constantly failing forward, learning and growing,” said Klos. “My background is in the private sector, and one thing I’ve learned is that you don’t have control over all your inputs the way you do in the business world. People aren’t widgets, and human behavior is a variable. Making sense of the numbers and seeing change just takes more time when you’re dealing with human beings.”

**REMAINING A STEWARD OF DATA**

Part of fostering data is handling it carefully. Parents and families are made aware that their data is being collected and may be shared. There are signed HIPAA agreements at health care systems and FERPA policy statements shared publicly by all eight school districts. ABC also collects compliance agreements from tech vendors.

“A big part of our job is honoring the commitment we make to the legal agreements we have in place. We return to them often and make sure we’re following them,” said Roovers. “We also have policies and procedures internally to make sure data is protected. We follow HIPAA compliance with regard to things like passwords, devices and protecting the data.”

When ABC shares data, confidentiality is a priority, and the focus is on positive results.

“We follow a specific process whenever we release data. Before we provide data from the CIS, we reach out to contacts at all three health systems, identify the results that we plan to share and get their approval,” said Roovers. “Also, even though our data is collected at an individual level, we share it at a much higher level. So, that’s a protection, too. We never share anything about an individual.”

In addition, proving to DPI that it was a trustworthy steward of data will allow ABC to continue to request data in the future.

“DPI has essentially said, ‘You have to start with a certain data set, but once you start looking and get questions together, you can come back to us to request more,’” said Bonnie. “Now, after all the work we have put in, we are well positioned to steward data into the future and grow this living and breathing thing.”

As the data continues to live and breathe, Roovers suggests keeping technology simple.

“The scale of our CIS tool is awesome. But it’s important to grow with your technology. People often think they need an expensive integration system and relationships. If you can do it on an Excel spreadsheet, why not?” he said. “Start simple and you start to realize what you need; you have the staff to manage that and steward that data.”

Part of ABC’s vision to grow the CIS is to create a component to collect experiential input from the community to complement the data set.

“What we are not infusing into this process currently is the voice of students or families that would amplify the data,” said Bonnie. “We’re looking for a way to do that, and we haven’t gotten there yet, but we’d love to further build out the robustness of the data in the system to paint an even clearer picture by integrating the hard data and the experience of families.”
“Relationships are the one thing that we have prioritized from the get-go,” said Bonnie. “We’re invested in human capital because we know how important it is to build and strengthen relationships with the leaders of the organizations that we serve and support. That’s what allows us to make those hard asks. ‘Can we share your data? Can you help us create the agreement?’”

In the past six years, even in the absence of a full data set, ABC has maintained its commitment to collective impact and its community partners.

“Relationships are what help us use our resources to move the needle and best serve the kids that need it the most,” said Bonnie. “Even prior to receiving the school data, we have still demonstrated our commitment to move forward further and faster.”

**HEALTH CARE SYSTEMS**

A partnership with the three health care systems in Brown County had a profound effect not only on ABC’s ability to retrieve data, but also on its process along the way.

“The truth is our health care partners led the way. Remarkably, they were the first to say yes. Also, health care is so data oriented. They collect data on everything, and they are already accustomed to sharing data across systems. So, in a way, they have actually mentored us and helped us grow,” said Roovers.

The capacity of the health care systems has helped ABC create reports, data visuals and dashboards to make the data more accessible.

“These are behemoth systems, but that’s also their strength. They have technical people who can fulfill data requests and the secure transfer of information,” said Roovers. “Small data partners don’t have the same capacity.”
THE DEPARTMENT OF PUBLIC INSTRUCTION

Navigating the Department of Public Instruction was a key factor in finding the data. ABC’s ability to develop a relationship with staff there — despite the turnover following Evers’ departure — was crucial. Bonnie credits the personal connection ABC developed with the DPI in being approved to receive data, both now and in the future.

“Figuring out who the right contact was and having an in-person meeting was one of the key steps to moving forward,” he said. “If you want this kind of data, you need to have the right contact. An actual human being. It’s the only way to ensure that your request doesn’t get lost, and that you maintain that level of trust with sensitive data. That’s what makes it easier to go back for more data when you need it.”

COLLECTIVE IMPACT PARTNERS

As a backbone organization, ABC is at the center of a coalition of agencies, companies, nonprofits and advocates who share common goals.

“At the end of the day, what we do as a backbone organization is aimed at serving and supporting our partners. By developing the agreements, building the necessary relationships at the state and local level, and seeking the data that will drive positive results, we have made their jobs easier and our collective goals more attainable,” said Bonnie.

Other community-based organizations see ABC as a source for reliable, clean data, often approaching the team with requests for information. While much of the data is publicly available through DPI, it’s often raw data, and requests take a long time to be approved.

“The fact that they reach out and recognize the value, and that we are able to give the data back to them in a way that they can actually use it — it’s just another example of how we can continue to support partners collectively and individually. Ultimately, it’s our value proposition. It’s a win-win,” said Bonnie.

SYSLOGIC

SysLogic is a major force behind ABC’s ability to make use of data. The firm offers unparalleled support, not only because its team built the software, but because it continues to guide ABC along the way.

“I have calls every other week with both the CEO and a senior consultant. Their support and willingness to help has been amazing,” said Roovers. “When I’m on calls with them, it often strikes me how innovative this initiative is. Data has been used this way in the corporate and health care sectors, but this is all new to the social sector. It’s energizing.”

WISCONSIN PARTNERSHIP

In 2018, the Wisconsin Partnership was formed to align the activities of five partners: Cradle to Career Network members ABC, Milwaukee Succeeds, Higher Expectations for Racine County and Building Our Future, along with the University of Wisconsin–Madison. The partnership works together to advance policy change in the state.

“The Wisconsin Partnership allows us to convene and speak in common terms. Learning from one another has endless opportunity. We share resources so that no one has to reinvent the wheel, and we talk about failures and accomplishments,” said Roovers. “That’s the value of working with people in the same types of roles and organizations. It doesn’t feel like we’re doing this alone.”
Crucial support from StriveTogether

StriveTogether’s support has been instrumental in advancing Achieve Brown County’s work.

“StriveTogether’s framework and theory of action has helped us to frame and move forward with our work,” said Bonnie. “The importance that all StriveTogether partnerships put on data has helped to make the case and strengthened our mission.”

StriveTogether also provided ABC with a grant in the amount of $130,000 to pursue a project to build relationships with Brown County’s school districts, its health care systems and state agencies. One goal of StriveTogether’s grantmaking strategy is to fund local projects that could ultimately be scaled across and impact the national network.

“As a grant recipient, there is a certain level of accountability. We have the responsibility to report on our progress, and our work with other grantees reminded us that, as much as we’re doing this for young people in our communities, it can change the lives of children nationally,” said Bonnie.
ABC is in the early stages of receiving and analyzing the data from DPI.

“We hope to paint a picture of what’s really going on with our youth, and the needs and opportunities for collaborative action. Whatever the data show, we will leverage those results to inform decisions made by ABC and our partners to move the needle,” said Bonnie. “Data puts us in the position to move forward with confidence to achieve the best results.”

“We’re committed to doing everything we can to be a model and resource for our colleagues and partners across the country.”

– Spencer Bonnie, ABC’s executive director

As the backbone organization of a collective impact network, ABC is well suited to share the data with partners in all sectors and to focus on those who can make data-driven decisions to create impact.

ABC and its network will be able to move particularly quickly, given that an action team focused on children from birth to age 5 already exists.

“We chose to focus on children entering kindergarten because that was the most actionable data. Not only does it present the opportunity for earlier intervention, but we have a team in place to act on the data once the trends become clear,” said Klos.

This action team ensures that children receive developmental screenings at annual well child checks. ABC was able to track how many children received well child checks and how many received developmental screenings through the health care data, but now, with the school data, Klos’ team knows more about the children who have been missed. They can look back and see which Brown County children have — and have not — received annual well child checks and developmental screenings during the critical ages of zero to five.

“Children are supposed to get an Ages and Stages Questionnaire® at each well visit, but what if they’re not going in for those visits? And how do we know who’s not going in?” asked Klos. “The only way we’ll really know is to look at the school data. We’ll take a look at who is showing up for kindergarten, and then we can go back and identify a targeted group of students who are missing visits. We’ll get that information back to the community to develop a plan to get these children into the system and back on track with developmental screenings.”

If the data uncovers a specific issue or set of issues for a group of young people, then ABC will decide on an action plan with its community partners and decide which entities are best positioned to address those issues.

“Painting that complete picture and identifying why some children aren’t being screened at well visits allows us to target our solution in ways that lift all ships. By focusing on the students that aren’t receiving well child checks, and the data reveals the reasons for that, that will allow us to target those students specifically,” said Bonnie. “That way, we can convene the right people in the right way to address the issues that the data reveals.”

Following this first wave of findings, ABC plans to turn its attention to third-grade reading scores.

“We take a lot of pride in the fact that this will be huge for our community, but if we get this right, it will far exceed our geography,” said Bonnie.
ABOUT STRIVETOGETHER
StriveTogether partners with nearly 70 communities across the country, providing coaching, resources and rigorous approaches to create opportunities and close gaps in education, housing and so much more. Together, the StriveTogether Cradle to Career Network impacts the lives of more than 12 million youth.

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