Evaluation Plan FY2022-2023

July 1, 2022-June 30, 2023

Revised January 2023





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FIRST 5 EL DORADO

Evaluation Plan FY22-23 | Revised January 2023

Social Entrepreneurs Incorporated (SEI), as the contracted evaluation consultant to the First 5 El Dorado Children and Families Commission, has established this document to ensure a transparent and explicit approach to conducting evaluation activities in FY22-23. This plan represents the second year in which a process evaluation has been proposed to track and assess Commission progress towards Hubs. 2.0 implementation.

The original version of this document was developed in spring 2022 and helped to guide evaluation activities for the first half of FY22-23. In October 2022, the First 5 El Dorado Commission revised its FY2021-2023 Amended Strategic Plan to extend through June 30, 2025.¹ The FY21-25 Strategic Plan did not significantly alter the ultimate outcomes envisioned, but did revise the priority activities anticipated to be completed in each year. This Evaluation Plan was subsequently reviewed and revised to align with the updated timeline covered by the FY21-25 Strategic Plan.

Background

First 5 El Dorado

The First 5 El Dorado Children and Families Commission was formed following the passage of California Proposition 10 (Prop 10). The Prop 10 initiative added taxes on cigarette and other tobacco products to fund programs promoting early childhood development for children birth through 5 and their families. First 5 El Dorado receives slightly less than \$1 million annually through revenues generated by Prop 10.

First 5 El Dorado works closely with county agencies and communitybased partners, leveraging local resources to increase the value of its investments.

Because First 5 El Dorado funds are declining annually, it is important for the Commission to continually evaluate and align its strategic approach to best meet community needs using the resources available. Evaluation permits the Commission and the community to track progress towards goals and to continuously improve efforts to impact the community.

The Commission's investments and evaluation are guided by its strategic plan, as well as its vision and mission.

Mission

First 5 El Dorado Children and Families Commission is committed to strengthening children, individuals, and families by promoting and enhancing comprehensive systems.

Vision

All children, individuals, and families will live in nurturing communities and are ready to succeed in life.

Focus of Commission Investments

First 5 El Dorado has always taken a regional approach to planning and service delivery, recognizing that different areas in El Dorado County have unique resources and needs. Within this framework, the Commission has identified Community Hubs as the primary strategy for achieving its mission and vision since 2016.

¹ More information on the extension and changes to the plan are available in the *Item 12.2 FY21-25 Strategic Planning Memo* available at <u>https://drive.google.com/file/d/1gV82maOLUmck2bk0JwWrwMHR0nQroU6y/view</u>.



History of Hubs Implementation in El Dorado County

The 2016-21 First 5 El Dorado Strategic Plan established Community Hubs in each of the county's Supervisorial Districts to increase access to services and build family skills in navigating those services. Five Hubs were formed, one within each district, where the local library branch served as the primary service delivery location.

Each Hub deployed a multidisciplinary team consisting of a public health nurse, community health advocate, family engagement specialist, and an early childhood literacy specialist, offering activities to promote early literacy, child development, parenting, and preventative health activities for expectant parents and families with children birth through five years of age. Evaluation activities between 2016 and 2021 have shown that Community Hubs are effective at engaging expectant parents and families with children birth through five years of age. However, many of the families reached had high protective factor scores before engaging with Hubs, indicating an opportunity to focus efforts on those who may have been marginalized by the service delivery system. Previous evaluation recommendations also indicated that structural adjustments and supplemental funding were necessary to increase the efficacy of the Hubs in creating meaningful outcomes for children, individuals, and families, particularly those most in need of supports. The Commission also learned that active engagement of community partners, diversified sustainable funding, and a consistent and open feedback loop with the community, providers, and leadership are essential to ensuring the future success of the Hubs.

Implementation of Hubs 2.0²

Informed by these previous evaluation results, as well as a better understanding of the needs experienced by families impacted by the COVID-19 pandemic, First 5 El Dorado reaffirmed its commitment to the Hub model within its 2021-23 Amended Strategic Plan and again within its 2021-2025 Strategic Plan, adopted in October 2022. The result is the Hubs 2.0 model, which builds upon the Hubs navigational system and expands its reach to all children, families, and individuals in the county. The Hubs 2.0 model moves the First 5 El Dorado Children and Families Commission toward systems-level changes and away from program-specific investments. This change impacts not only the service delivery approach taken by First 5 El Dorado as described below in the Hubs transition graphic, but also the type of evaluation approach that is most appropriate for assessing anticipated progress as described on the following pages.

The graphic below provides a high-level overview of the major anticipated changes between the initial Hubs approach and the new Hubs 2.0 model.

| Hubs 1.0 | Hubs 2.0 |
|---|--|
| Libraries served as the central physical location First 5 El Dorado and key community partners funded Hub Teams | Libraries continue to serve as the central physical location, enhanced with community partner office hours for services, supported by an 800 number |
| Hub Teams consisted of a public health nurse, community health advocate, family engagement specialist, and an early childhood literacy specialist | Navigational supports are provided by a community or Hub Navigator as part of a comprehensive referral system that triages individuals and families seeking services |
| Home visiting and case management services were available | Home visitation and case management is offered to those with more complex needs |
| Community engagement and input was provided through annual evaluation efforts | Continuous community input is provided through Community Advisories in each Hub |

² More information on Hubs 2.0 can be found in the FY21-25 Strategic Plan, available at <u>https://www.first5eldorado.com/dashboard</u>.



Evaluation Plan

As a component of Prop 10 funding, First 5 El Dorado is required to demonstrate results. The results-based accountability model as adopted by the state First 5 Commission requires the collection and analysis of data, and the reporting of findings in order to evaluate the effectiveness of programs.

Evaluation Framework

The Commission has established the following overarching objective to which all other efforts should contribute:

Systems of care effectively support communities through individual and family functioning, health, and development.

To evaluate whether the Commission is making progress in achieving this overarching goal, and with a particular focus on the implementation of Hubs 2.0, the following four systems components (i.e. objectives) will be tracked and monitored through a process evaluation for FY22-23.³

- Systems are person-centered, coordinated, responsive to community needs, and aligned.
- Services are adjusted based on information from service recipients and Community Advisories that allows for continuous quality improvement.
- Systems are organized to provide navigation services including outreach, intake, screening, referral, and disposition with high levels of satisfaction for recipients.
- Systems are sustainable.



Process Evaluation

Process evaluation is a formative approach that compares objectives developed at the outset of a project with actual inputs, activities, and outputs to determine whether objectives have or have not been met.

As an iterative approach, process evaluation allows the Commission to identify areas of Hubs 2.0 implementation that can be improved or strengthened to increase success at meeting outcomes and objectives.

This evaluation method is sensitive to changes in implementation and is responsive to system users – both professionals working within the system as well as families.

Quantitative data will be utilized, when possible, but for the most part this evaluation plan will rely on the collection and analysis of qualitative data. Collaboration between SEI, First 5 staff, Start Early/the Early Learning Lab, Unite Us, and other partners, collaborators, and allies in each aspect of the evaluation, from design to data gathering and reporting, is critical for success when utilizing this approach.

³ These objectives differ slightly from the objectives included in the FY21-25 Strategic Plan approved in October 2022, but align with changes anticipated to be made in the March 2023 update to this plan.



Notes and Considerations for the FY22-23 Evaluation Framework

First 5 El Dorado in collaboration with SEI first utilized a process evaluation approach in FY21-22, developing an evaluation matrix intended to track progress towards achieving the four objectives previously specified through completion of the year one priority activities outlined in the 2021-2023 Amended Strategic Plan.

Based on conclusions reached in the FY21-22 Midyear Evaluation Brief as well as conversations with First 5 El Dorado staff, SEI determined in spring 2022 that not all activities anticipated to be completed or outputs anticipated to be achieved in year one of Hubs 2.0 implementation would be realized prior to the end of the fiscal year on June 30, 2022. As such, the original FY22-23 evaluation matrix included the continued tracking of many inputs, activities, and outputs initially included in the FY21-22 evaluation matrix. This revised FY22-23 Evaluation Plan continues to include the majority of these inputs, activities, and outputs as well, but has been updated as necessary to align with the priorities anticipated to be completed in the FY21-25 Strategic Plan by June 30, 2022.

Priority activities to be completed by the end of FY22-23 to support Hubs 2.0 implementation as outlined in the FY21-25 Strategic Plan are listed in the table below; also included are the priorities for the additional two years now covered by the adopted Strategic Plan.

| | Priorities for FY2021-2023 | | Priorities for FY2023-2025 |
|----|--|----|---|
| Α. | Implement human-centered design and utilize the results to inform the next phase | Α. | Solicit additional partners based on needs identified by Hub |
| В. | Convene Community Advisories | В. | Award evaluation contract and engage contractor in developing an evaluation framework and plan |
| C. | Support Community Advisories in establishing their charters | C. | Conduct ongoing evaluation of system change |
| D. | Develop a plan that is informed by community input and implements continuous quality improvement regularly | D. | Continue to cultivate MOUs with partners and funders invested in the collective impact approach |
| Ε. | Draft evaluation theory of change and plan based on community advisory and Hub staff input | E. | Continue to implement human-centered design and adjust the model based on results from previous years |
| F. | Utilize the human centered design process and principles with Community Advisories to differentiate needs by Hub | F. | Refine theory of change and build out evaluation plan based on lessons learned from previous years |
| G. | Work with Community Advisories and Hub staff to quantify and address needs by Hubs $^{\rm 4}$ | G. | Implement customized contracts and investments based on MOUs established in prior years |
| н. | Work with existing staff to redesign roles and responsibilities to meet the needs of the model | н. | Refine Community Advisories by Hub based on their feedback, suggestions, and results |
| ١. | Identify resources to leverage and engage in the Hubs transition | ١. | Communicate changes with the community on a regular basis, soliciting feedback and buy-in |
| J. | Establish MOUs with partners and funders invested in the collective impact approach | J. | Continue to seek funding through partners, grants, foundations, and contract allocations |
| | | К. | Draft RFA for evaluation of collective impact approach |
| | | L. | Annually review roles and responsibilities, including onboarding for new staff |

⁴ Through the end of FY2022-23, Hub staff will lay the groundwork for future activities that will support quantifying and addressing needs by Hub; as such, Community Advisories are not included in the evaluation matrix on inputs, activities, or outputs that support this priority.



Evaluation Matrix

The following framework outlines the evaluation plan for FY22-23. As noted on the prior page, this matrix includes the continued tracking of many inputs, activities, and outputs initially included in the FY21-22 evaluation matrix. Outputs completed in or anticipated to be completed in FY21-22 are marked in green as it was determined to be of value to retain that information for reference; outputs that repeat each year of implementation and should be continuously tracked are marked in grey.

| Input | Activities | Outputs | Outcomes |
|---|--|---|--|
| First 5 staff time to negotiate contract with consultant. Fiscal resources necessary to secure consultant. | Secure consultant with expertise in human-centered design to support Hub redesign. Meet with consultant at project launch to clarify project objectives and success measures. | Executed contract with Early Learning Lab. | Communities have increased social capital and are equipped to direct systems to work on their behalf. Hubs have an identified |
| First 5 staff, Hub Teams, and Start Early/ Early Learning Lab (ELL) contractor time to identify key individuals (community partners, service providers, and families) that should be interviewed. ELL time to conduct and document results of interviews with key individuals. | Identify and reach out to key individuals to introduce ELL to better explore mechanisms for community engagement and input to inform the development of the Hubs system. Schedule and conduct key individual interviews. Document results of interviews including suggestions regarding process and set of conditions necessary for success. | Summary report detailing community experience with Hubs, including families who are marginalized. | structure for the establishment and use of Community Advisories. |

Objective 1: Systems are person-centered, coordinated, responsive to community needs, and aligned.





| Input | Activities | Outputs | Outcomes |
|--|--|---|--|
| Hub staff and community member time to meet and participate in trainings/coaching. Technology to support virtual engagement(s). Evaluation team time to develop tools. | Facilitate capacity building trainings which focus on human-centered design+ (HCD+) methodologies. Develop tools for assessing increased Hub staff knowledge and comfort with HCD. | Completion of HCD+ trainings. Hub staff confidence and comfort in utilizing HCD as a framework for guiding Hub 2.0 development and implementation. | Communities have increased social capital and are equipped to direct systems to work on their behalf. Hubs have an identified structure for the establishment and use of Community Advisory |
| Hub team members and community partner time to meet and participate in collective gatherings. Technology to support virtual gathering(s). ELL staff time to develop report. | Provision of Collective Sensemaking gatherings. Document results of gatherings into a report that outlines the future use of community advisories in the Hubs. It is anticipated that the report will include a shared framework for the use of community advisories in all Hubs, as well as additional information, such as priorities, that are specific to each Hub, rather than a standalone plan for each Hub. | Development of plan for future use of Community Advisories. | Teams. |



| Objective 1: Systems are p | erson-centered, coordinated, responsi | ve to community needs, and | aligned. |
|---|--|--|---|
| Input | Activities | Outputs | Outcomes |
| • First 5 staff time to consider recommendations from ELL report and implement activities to develop Community Advisories (CAs) in each Hub. | Review ELL report on future use of CAs. Determine process for implementing activities to support Hubs 2.0 implementation. Solicit additional partners as needed to support implementation of activities. | Refined approach for Hubs 2.0 implementation. | Communities have increased social capital and are equipped to direct systems to work on their behalf. Hubs have an identified structure for the establishment and use of Community Advisory Teams. |
| First 5 staff, Hubs team member, and community member time to participate in the creation of CAs in each Hub. Funds to support stipends for community member participation in CA | Convene regular meetings of CAs in each Hub Establish charters for each CA in each Hub Establish meeting schedule, budget, and plan for use of CAs in FY23-24 | Number of CA meetings held in each Hub Charters for each CA in each Hub Approved meeting schedule, action plan, and budget for each CA in each Hub | |



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Objective 2: Services are adjusted based on information from service recipients and Community Advisories that allows for continuous quality improvement (CQI) efforts.

| Input | Activities | Outputs | Outcomes |
|---|---|--|--|
| County/First 5 staff time to update community Hub characteristics and demographics. Hub Team time to review Hub characteristics and demographic profile. | Census data is separated by Hub to develop a profile of service population by Hub. Profile of service population by Hub is reviewed by First 5 staff and Hub Teams. Service needs particular to each Hub are identified and established as appropriate. | Number of meetings held between First 5 and Hub Teams to review and determine community needs. Establishment of service needs particular to each community Hub. | Each Hub will understand the characteristics of individuals living within their service area. Hub Teams are positioned to engage in continuous quality improvement efforts. |
| First 5 and Hub Team time to participate in trainings/coaching. Evaluation team time to develop necessary tools. | First 5 staff to work with Hub Teams to provide training on continuous quality improvement. Develop tools to assess increased Hub Team knowledge and comfort with the CQI process. | Completion of CQI trainings. Hub Team confidence and comfort in utilizing a CQI process for service adjustments. | |



Objective 3: Systems are organized to provide navigation services including outreach, intake, screening, referral, and disposition with high levels of satisfaction for recipients.

| Input | Activities | Outputs | Outcomes |
|--|---|--|--|
| First 5 staff time to issue and contract with a communications consultant. Fiscal resources necessary to secure consultant. | Secure consultant with expertise in communications. Meet with consultant at project launch to clarify project objectives and success measures, and develop a plan to communicate changes with communities on a regular basis. Develop collateral to support the project objectives and implement the communications plan. | Executed contract with communications consultant. Communications collateral. | Communities understand what services are available and can get connected to the care that is needed. Services are provided in a manner that meets community |
| • First 5 staff time and Hub Team member time to participate in CQI process. | Define marginalized populations for each Hub. Ongoing identification, implementation, and modification of Hub-specific strategies for outreach efforts. | Definition of marginalized populations for each Hub. Description of outreach and awareness activities as determined through the CQI processes. Analysis of entry points into the Unite Us system.* | needs. |
| First 5 staff time to research and identify data management system(s). | Navigators are equipped to conduct intake, screening, and referral within each Hub. | Data management system(s) in place for tracking intake, screenings, referral, and disposition. | |



Objective 3: Systems are organized to provide navigation services including outreach, intake, screening, referral, and disposition with high levels of satisfaction for recipients.

| Input | Activities | Outputs | Outcomes |
|---|--|--|----------|
| First 5 staff time to secure community service partners. Financial resources to secure data management platform. Hub Team time to be trained on and implement Hub 2.0 service approach, and to generate necessary data reports. First 5 staff time to issue, review, and analyze data collected from Unite Us, the participant survey, and other data platforms if utilized. | Establish data management processes and corresponding tools to track intake, screening, referral, and disposition (via the Unite Us or other platforms). Secure partners that will participate in data management platform for referral purposes. Determine if additional platforms are necessary to collect, manage, and analyze data that can inform Hubs 2.0 implementation and provide a better understanding of navigational services. Issue Hub participant survey to individuals participating in navigation services. | Number and demographic profile of individuals accessing Hub navigation services.* Number and results of social determinants of health screenings conducted on adults accessing Hub navigation services.* Number and children ages 0-5 that were referred for a developmental screening as a result of their participation in Hub navigation services.* Number and results of health insurance screenings conducted on individuals (adults and children) accessing Hub navigation services.* Number and disposition results of individuals receiving referrals through Hubs via the Unite Us system.* Number and percent of respondents indicating satisfaction with the Hub navigation services.* | |

*These outputs are dependent on data that is expected to come from a variety of data platforms. If this data is not available, it may not be possible to report on these outputs as described. It should also be noted that some analysis of these data points took place in FY21-22, and this will be a standing output throughout Hubs 2.0 implementation and use.



Objective 4: Systems are sustainable.

| Input | Activities | Outputs | Outcomes |
|---|---|---|--|
| First 5 staff time to identify and meet with community service partners. | Identify community service providers that are potential collaborators, partners, and allies in the implementation of Hub 2.0 model of service delivery. Meet with groups and individuals to solidify partnership in Hub 2.0 model of service delivery. | Agreements are established with service partners through the Unite Us system. Agreements are established between First 5 and service partners which demonstrate the value and responsibilities of the collaboration. | Shared understanding of the value and contribution of each Hub service partner. Hubs are supported through a diversified funding stream. Community members, and Hubs partners and allies, understand the |
| First 5 staff time to research and pursue funding opportunities to support Hubs 2.0 implementation. | Identify resources to leverage in support of the Hub 2.0 model of service delivery. Identify and pursue funding opportunities that are aligned with the Hub 2.0 model of service delivery. | Amount of funding by source available to support Hub 2.0 model of care. | outcomes associated with the Hub model of care. |
| • First 5 and Hub staff time to review and revise roles and responsibilities to meet the needs of the model and to align with CA recommendations | Establish a process to regularly review Hub team roles and responsibilities Revise Hub team roles and responsibilities as needed to align with the Hubs 2.0 model and CA recommendations | Regularly reviewed and updated (as necessary) scopes of work | |



Objective 4: Systems are sustainable.

| Input | Activities | Outputs | Outcomes |
|--|---|--|----------|
| First 5 staff, Hub leadership, and evaluation team members' time. Financial resources to implement FY22-23 evaluation efforts. | Implement a process evaluation to demonstrate how Hubs are transitioning to the 2.0 model of service delivery. Revise the FY22-23 Evaluation Plan as necessary to integrate the Start Early Report recommendations and changes to Hubs 2.0 implementation activities. | FY21-22 Annual Evaluation Report FY22-23 Evaluation Mid- Year Report Updated FY22-23 Evaluation Plan | |
| First 5 staff, Hub leadership, and CA, if appropriate, time to develop an evaluation approach. First 5 staff time to develop, issue, and execute a contracting process for evaluation, if determined to be necessary. | Establish an evaluation approach for FY22-23 and beyond that is situated within a collective impact framework. Develop and issue a Request for Applications/Request for Proposals (RFA/RFP) for evaluation services, if deemed necessary. Contract with evaluation consultant to implement revised evaluation approach, consistent with Hub 2.0 model of service delivery, if deemed necessary. | FY23-24 Evaluation Plan Executed contract with evaluation consultant. | |



Evaluation Reports and Timelines

The proposed schedule provides evaluation activities to be conducted on an annual basis.

| Deliverable | Description | Timing |
|-------------------------------------|---|---|
| FY21-22 Evaluation Report | This report will provide a detailed analysis of Commission Hubs 2.0 objective achievement during FY21-22. The audience for this report is the First 5 El Dorado Executive Director, the First 5 El Dorado Commission, Community Hub Implementation Partners and Allies, School Districts, and Community and Supervisorial District Members. The report covering FY21-22 will be produced by SEI; future annual evaluation reports are anticipated to be produced by First 5 El Dorado staff. | July-October 2022 (recurring annually) |
| First 5 California Annual Report | Each year, County Commissions are required to submit data to the State Commission. This report is completed online and approved by the Commission.The 2022 submission (for FY21-22) will be produced and submitted by First 5 El Dorado staff. | July-October 2022 (recurring annually) |
| FY22-23 Midyear Evaluation Brief | This report will synthesize information from the first six months of FY22-23 Hubs 2.0 implementation efforts. Findings will be used to further refine Hub outreach, operations, quality improvement efforts, community engagement activities, and sustainability practices. The audience for this report is the First 5 El Dorado Executive Director, the First 5 El Dorado Commission, Community Hub Implementation Partners and Allies, School Districts, and Community and Supervisorial District Members. This report will be produced by First 5 El Dorado staff, with limited support from SEI. | January-March 2022 |





Data Collection Efforts

Data collection is required to effectively implement evaluation activities as described in this plan. The following table demonstrates the data collection tools, responsible entities, and timeline for data collection, and when appropriate, submission to SEI to ensure that all evaluation reports are produced on time. Additional data collection may be instituted following review of the Start Early Report in fall 2022.

Data Collection Responsibilities

| Data Collection | Responsible Entity | Due to SEI |
|---|---|---|
| Future Use of CAs Report: Start Early will develop a plan for each Hub in regard to how community members will be engaged to provide input and direction regarding the Hub service approach. | Start Early/Early Learning Lab will produce a report and provide it to First 5 staff. | Upon completion |
| Hub Participant Data: Hub staff will collect user data to include profile information, assessment information, referral, and referral disposition information. | Hub staff will collect data and input it into the Unite Us platform or other data platforms being utilized. Hub staff will ensure that data is collected and put into the necessary platform/database on a regular basis. Data associated with each month's activities should be input into said platform/database by no later than five days following the end of each month. First 5 staff will forward all data to SEI on a quarterly basis. | Hub client data will be provided to SEI at least quarterly, on or before the following dates: Q1 (July-Sept 2022): October 15th Q2 (October-December 2022): January 15th Q3 (January-March 2023): April 15th Review of Unite Us data will be conducted in partnership between SEI and First 5 staff. |
| Hub Participant Survey: Adult Hub participants will be issued a survey to indicate their satisfaction with Hub navigation services. | First 5 El Dorado is responsible for distributing this survey to Hub navigation service recipients. SEI will review FY21-22 responses in anticipation of completing the FY21-22 Evaluation Report, and may review additional responses as needed to support development of the FY22-23 Midyear Evaluation Brief by First 5 El Dorado. | NA, as SEI has access to the survey created via Google Forms. |



| Data Collection | Responsible Entity | Due to SEI |
|---|---|---|
| Hub Navigator Data Collection: SEI will conduct focus groups with Hubs 2.0 navigation staff in order to inform the FY21-22 Evaluation Report and FY22-23 Midyear Evaluation Report, as needed. | SEI will conduct focus groups or other qualitative data collection as outlined in the FY22-23 Scope of Work | SEI to conduct in Fall 2022 and Winter 2022/2023 |
| Monthly Meetings with First 5 Staff: First 5 staff will meet with SEI on a monthly basis to discuss implementation efforts. | SEI will document discussions and decisions that inform implementation efforts being tracked and monitored as a component of this evaluation. | N/A Documentation will be completed by SEI. |
| Continuous Quality Improvement (CQI): Each Hub Team will participate in monthly Plan, Do, Study, Act (PDSA) or other CQI meetings. | Upon request, SEI will attend CQI meetings as determined beneficial by First 5 staff. Also upon request, SEI will review provided CQI documentation after it is in use to provide feedback on possible improvements to the documentation process. CQI efforts will be documented by First 5 and all PDSA meeting discussion and decisions will be documented and retained by First 5 staff for their use in creating the FY22-23 Midyear Brief and subsequent evaluation reports. | Invitations to meetings and requests for documentation review will be initiated by First 5 El Dorado staff. |