

Table of Contents




Executive Summary	1
Introduction	4
Social Determinants and Mental Health Indicators	5
Social Determinants of Mental Health	5
Mental Health Indicators	12
School-Based Mental Health Services	17
Model of Service Provision	17
Local Services.....	18
Mandates and Funding	20
Funding	21
Mandates	21
Outcome-Based Programming.....	22
Recommendations for Phase II	22
Appendix A: Poverty Rates by District and Zip Code	24
Appendix B: Violent Crime Counts by District and Zip Code	25
Appendix C: Notes	26

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Executive Summary

This report presents the results of an environmental scan requested by the Jackson County Community Mental Health Fund (Mental Health Fund) to study school-based mental health services and service coordination in Jackson County schools. The environmental scan included relevant extant reports, demographics, and resulting recommendations for future phases.

Multiple factors in the environments of students influence their mental health in a negative way. The World Health Organization defines *Social Determinants of Mental Health (SD of MH)* as the “socioeconomic circumstances in which persons find themselves and the broader environment in which they live”. In Jackson County there are multiple such *SD of MH* “priming the pump” for youth mental health difficulties.

- Youth in Jackson County have a higher burden of *SD of MH* than youth in the state as a whole. •60% qualify for free/reduced lunch •42% live in single-parent homes •5% are homeless •7% are uninsured •28% are African American •15% are Hispanic.
- Environmental *SD of MH* such as living in high crime or economically distressed areas affect students. •A fourth or more of student homes in multiple zip codes in the Center, Grandview, Hickman Mills, Independence, Kansas City, and Raytown district catchment areas survive below the poverty level. •More than half of the zip codes in the Blue Springs, Center, Hickman Mills, Kansas City, Lee’s Summit, and Raytown district catchment areas are in the top 50% of Jackson County zip codes, as determined by violent crime counts. •Under-performing schools provide additional *SD of MH* with five public and three charter districts under-performing state graduation rates for all students, with additional gaps for subgroups of students.
- As members of under-represented groups, LGBTQ students face additional *SD of MH*.

Jackson County youth indicators speak clearly to the need for mental health services.

- Forty-seven youth aged 5-19 died by suicide in Jackson County in 2013-2017. •Two zip codes each had six deaths by suicide (Blue Springs and Independence school districts). •A large increase was seen from the previous five years for African American/Black students.
- 6th-12th grade student responses to the 2018 Missouri Student Survey document in the preceding year: •Just under a fourth were *Very Sad*. •Approximately 30% reported disruption in *Sleep* and *Schoolwork*. •12% considered suicide and 10% made a suicide plan. •Responses were much higher for LGBTQ than straight students in *Missouri* than Jackson County with 44% considering suicide (compared to 12%) and 20% attempting suicide (compared to 4%). •As a group, 8th-10th graders had the highest response percentages to half of the queries regarding *Depression Thoughts/Behaviors*. •Youth indicators are not static; response percentages to half of the queries peaked in 8th-10th grades while others increased through 11th-12th grades. Two *Suicide Concerns* question response percentages peaked in 6th-7th grades but then decreased. •By 6th grade, mental health indicators demonstrated the need for services.

A clear, 3-tiered model of school mental health services exists.

- The tiers have different emphases. • Tier 1 includes school-wide programming to promote mental health. • Tier 2 provides services to some at-risk students. • Tier 3 provides services to treat fewer students who are experiencing mental health problems.
- Data collection in Phase II will clarify tiers of services currently provided.

Mandates and Funding constrain mental health service provision.

- The Mental Health Fund strives to be “responsive to the unique needs of Jackson County residents”. Linking the examination of school-based services specifically to *SM of MH*, and to the available mental health indicators, ties the work of the Mental Health Fund directly to resident need.
- The Missouri Department of Elementary and Secondary Education mandated that districts focus on suicide awareness and prevention. All districts must now adopt policies to: help identify youth at risk for suicide, help students who are at risk, and respond in the event of a death by suicide.
- To increase access to services for childhood mental health treatment, as of April 2018, MO HealthNet Division (MHD) covered services provided in a school setting, to an MHD-eligible child, are billable. This change allows non-IEP-based covered behavioral health services to be billed “under Section 504 of the Rehabilitation Act of 1973” when provided by an MHD provider (Missouri Dept. of Social Services).

It is important to recognize the outcome-based lens of the Mental Health Fund.

- Data collection in Phase II can emphasize previous efforts to define quality mental health services including how services in each tier reflect: the use of local indicators to identify a need for services, a fit between the demographics of the clients and known programming success, evidence-based programming, assessment, measurement of change, training of providers, and how mandates and funding support service provision and closure of service gaps.

Recommendations for Phase II

In Phase II, as proposed, data collection will move toward collecting crucial data about current school-based mental health services in Jackson County from key informants. In consultation with Mental Health Fund leadership and staff, a cross-section of pertinent key informants will be identified for personal interviews representing: county, district, and school personnel; community mental health providers; and elementary, middle, and high schools.

Pertinent key informants will be selected in Phase II to prioritize schools/districts which predominantly serve students with *SD of MH* (live in high poverty or crime areas, experience adverse learning conditions, or have had five or more suicides in the past five-year period).

Topics of interest for the interviews follow, but will be discussed and confirmed with Mental Health Fund leadership and staff prior to beginning the interview process.

1. Information to collect from the Mental Health Fund and other funders:
 - a. What agencies are currently funded to provide in-school services?
 - b. Is programming in specific service tiers prioritized for funding?
2. Identify current, specific services provided by, or at, schools to include:
 - a. What mental health services are provided in, or in partnership with, the schools?
 - b. Who provides the services?
 - c. How many students are served?
 - d. How are specific services funded?
 - e. Who determines the scope of services?
 - f. How are students screened in or out for services?
 - g. What service model is used? Is it an evidenced-based model?
 - h. How is change measured?
 - i. What policies support/inhibit providing students with mental health services? How are these policies determined?
 - j. What services meet the state requirement to address youth suicide awareness and prevention?
 - k. What local data are used to demonstrate need to funders for school-based mental health services? How are these data collected?
 - l. Does the district/school participate in the Missouri Student Survey and use the resulting data to address student mental health indicators?

At the conclusion of Phase II, recommendations will be made to amplify data sources and structure an in-depth strategic needs assessment.

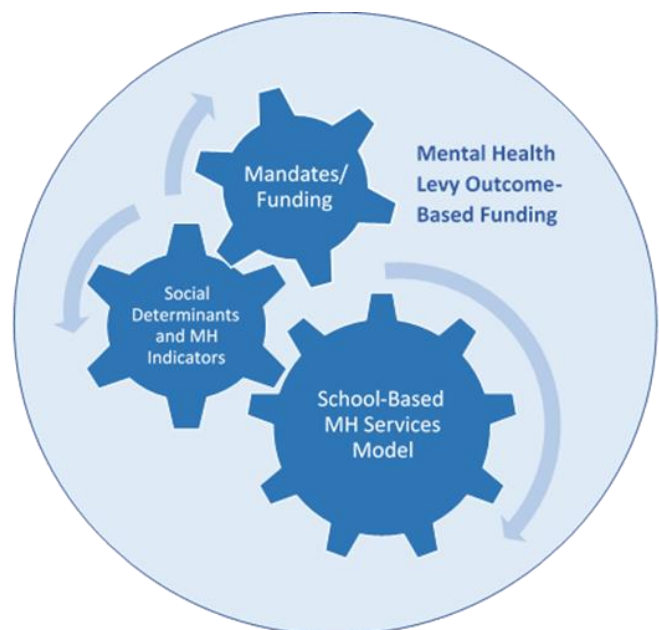
Introduction

- Nearly 50% of “American youth will have had a diagnosable mental illness at some point before they are 18”.¹
- The median ages of onset for anxiety disorders is age six, ADHD and behavior disorders is age eleven, and mood disorders is age thirteen.¹
- “Suicide surpassed homicide to become second-leading cause of death for teenagers, ages 15-19, in the United States”.²
- “90% of those who died by suicide had an underlying mental illness.”³

At the September 2018 Board of Trustees Meeting of the Jackson County Community Mental Health Fund (Mental Health Fund), the inception of a project to study school-based mental health services and service coordination in Jackson County schools was proposed and discussed. Initial project conceptualization included three phases. Phase I is an environmental scan including relevant extant reports, demographics, and resulting recommendations for future phases. Phase II, as proposed, focuses on face-to-face key informant data acquisition at the district and charter executive-level across the county. The Phase II data acquisition’s focus will include topics relevant to the Mental Health Fund’s parameters for funding such as: service coordination, current programming (including addressing suicide), funding sources, existing policies, and district/charter partnerships with agencies/providers. Phase III, developed from information gained in previous phases, will include a needs assessment that has local utility for the Mental Health Fund, as well as other local funders and agencies.

This report presents results from the environmental scan proposed as Phase I, as well as recommendations to inform further development of future phases. Please note that data presented are specific to Jackson County public and charter districts; parochial and independent schools were not included in the requested project.

Report recommendations are informed by discussion of: *Social Determinants of Mental Health* and local youth mental health indicators, a school mental health services model, mandates, and funding, and the Mental Health Fund emphasis on outcome-based funding.



Social Determinants and Mental Health Indicators



Many factors influence the mental health of youth, some of which are socioeconomic and environmental. In Jackson County there are multiple such factors “priming the pump” for youth mental health difficulties, which are then borne out in local mental health indicators.

Social Determinants of Mental Health

Multiple factors in the environments of children and youth have been determined to influence their mental health in a negative way. The World Health Organization identifies that “mental or psychological well-being is influenced not only by individual characteristics or attributes, but also by the socioeconomic circumstances in which persons find themselves and the broader environment in which they live”.⁴ These *Social Determinants of Mental Health (SD of MH)* include: low income/poverty, living in single-parent homes, homelessness, lack of health insurance, race/ethnicity, lack of access to basic needs, violence and trauma exposure, adverse learning environments, student mobility, and membership in a vulnerable/under-represented group.⁵

Youth living in Jackson County are particularly at risk for mental health challenges due to multiple *SD of MH* and are more at risk than youth in the state as a whole (see Table 1).

Table 1. Social Determinants of Mental Health for Jackson County and Missouri Youth⁶ (2018)

Youth	Jackson County	Missouri
In Poverty (2017)	21%	17%
In Single Parent Homes	42%	34%
Homeless	5%	4%
Uninsured	7%	5%
Covered by Medicaid	36%	34%
Black/ African American	28%	13%
Hispanic	15%	7%
Qualify for Free/Reduced Lunch (K-12) (Public and Charter Districts) ⁷	60%	51%

The 12 county and 20 charter districts in Jackson County serve a wide range of students in multiple settings. (Please note that charter districts may contain one or more schools, and the state of Missouri designates that all charter schools are part of charter districts.) In 2018, 12% of Missouri students (105,818 of 883,309)⁷ enrolled in grades K-12 attended Jackson County public

and charter districts. *SD of MH* are reflected in these districts' demographics. In general, county and charter districts closer to the urban center serve a larger percentage of students with *SD of MH*. Highlighted in Table 2 are districts serving a higher percentage of students with *SD of MH* than the student composition of the county as a whole.

Table 2. Jackson County and Charter District Descriptors (2018)⁷

District	Enrollment K-12	% African American/ Black	% Hispanic	% Homeless	% Free/ Reduced Lunch	% Male
Jackson County	105,818	31%	15%	4%	60%	51%
Blue Springs	14,480	11%	8%	0%	29%	50%
Center	2,468	63%	8%	5%	72%	51%
Fort Osage	4,950	8%	9%	10%	54%	52%
Grain Valley	4,324	3%	8%	1%	22%	52%
Grandview	4,162	52%	22%	2%	78%	51%
Hickman Mills	5,565	73%	12%	8%	100%	51%
Independence	14,341	12%	20%	6%	71%	51%
Kansas City	14,214	56%	28%	8%	100%	51%
Lee's Summit	17,937	13%	4%	1%	20%	51%
Lone Jack	628	2%	4%	0%	19%	52%
Oak Grove	1,947	2%	5%	0%	38%	51%
Raytown	8,710	48%	13%	6%	65%	51%
Académie Lafayette	970	17%	5%	0%	20%	46%
AFIA	190	84%	*	7%	100%	55%
Allen Village	605	36%	54%	0%	91%	51%
Brookside Charter	610	96%	*	16%	100%	51%
Citizens of the World	221	85%	3%	0%	100%	50%
Crossroads Academy	683	50%	8%	0%	60%	49%
DeLaSalle Charter	196	36%	19%	7%	55%	51%
Ewing M. Kauffman	962	82%	6%	6%	86%	44%
Frontier Schools	1,632	25%	67%	3%	100%	50%
Genesis School	273	88%	2%	4%	100%	54%
Gordon Parks	180	72%	15%	12%	100%	45%
Guadalupe Centers	1,049	3%	93%	4%	96%	51%
Hogan Preparatory	1,088	96%	2%	34%	100%	54%
Hope Leadership	114	88%	*	9%	100%	51%
KCIA	603	64%	16%	13%	100%	46%
KIPP: Endeavor	548	66%	22%	0%	100%	52%
Lee A. Tolbert	485	95%	3%	0%	100%	42%
Pathway Academy	196	83%	5%	7%	100%	52%
Scuola Vita Nuova	253	25%	62%	0%	92%	52%
University Academy	1,100	96%	2%	6%	76%	47%

*Percent suppressed by state due to sample size.

Poverty and the Intersection of Violent Crime

Often, *SD of MH* "interact with each other dynamically"⁸ and cannot be viewed in isolation. There is wide variation in multiple socioeconomic environments of Jackson County students, which provide additional *SD of MH* and co-occur. Of particular note are the differences, by zip code, in the percent of students living below the poverty level and the occurrence of violence.

Poverty

For several zip codes, fewer than 6% of students live below the poverty level. However, for the majority of the students surviving in the urban Kansas City center, this is not the case. A fourth or more of student homes from multiple zip codes in the Center, Grandview, Hickman Mills, Independence, Kansas City, and Raytown districts live in poverty. Data in Table 3 are color-coded to represent the percent of homes with children living in poverty in each public district catchment zip code. Please see Appendix A for an expanded chart with zip codes of charter district locations.

Sextile Data: Zip codes were sorted by percent of homes with school-aged children living below the poverty level and color-coded into equal groups with each group containing one sixth of the zip codes in Jackson County school district catchment areas. Data divisions in the key reflect the minimum and maximum data points for each group of zip codes.

Table 3. Jackson County Poverty Rates by District and Zip Code⁹
(2017 5-year Estimates)

	Jackson County Public School District Catchment Zip Codes								% of Homes with Children Below Poverty Level		
Public School Districts	Blue Springs	64014	64015	64055	64064					0.0% - 5.6%	
	Center	64114	64131	64132						5.9% - 12.1%	
	Fort Osage	64016	64056	64058						13.9% - 23.8%	
	Grain Valley	64029								25.2% - 33.4%	
	Grandview	64030	64145	64146	64147					33.8% - 39.4%	
	Hickman Mills	64134	64137	64138						42.2% - 93.0%	
	Independence	64050	64052	64053	64054	64055	64056	64057	64136		
	Kansas City		64105	64106	64108	64109	64110	64111	64112	64113	
			64114	64120	64123	64124	64125	64126	64127	64128	
			64129	64130	64131	64132	64133				
	Lee's Summit	64034	64063	64064	64065	64081	64082	64086	64149		
	Lone Jack	64070									
	Oak Grove	64075									
	Raytown	64129	64133	64138	64139						

Crime

More than half of the zip codes in the Blue Springs, Center, Hickman Mills, Kansas City, Lee's Summit, and Raytown districts are in the top 50% of Jackson County zip codes, as determined by violent crime counts. (Please note that the crime data under-represent reported violent crime in Jackson County since many data points in the Jackson County GIS portal do not have reported zip codes.) Data in Table 4 are color-coded to represent reported counts of violent crime in each public district catchment zip code. Please see Appendix B for an expanded chart with zip codes of charter district locations.

Table 4. County Violent Crime Counts (2015-18) by District & Zip Code¹⁰

		Jackson County Public School District Catchment Zip Codes								Violent Crime Counts		
Public School Districts	Blue Springs	64014	64015	64055	64064					0 - 38		
	Center	64114	64131	64132						49 - 117		
	Fort Osage	64016	64056	64058						146 - 341		
	Grain Valley	64029								347 - 502		
	Grandview	64030	64145	64146	64147					531 - 730		
	Hickman Mills	64134	64137	64138						749 - 1360		
	Independence	64050	64052	64053	64054	64055	64056	64057	64136			
	Kansas City		64105	64106	64108	64109	64110	64111	64112	64113		
			64114	64120	64123	64124	64125	64126	64127	64128		
			64129	64130	64131	64132	64133					
	Lee's Summit	64034	64063	64064	64065	64081	64082	64086	64149			
	Lone Jack	64070										
	Oak Grove	64075										
	Raytown	64129	64133	64138	64139							

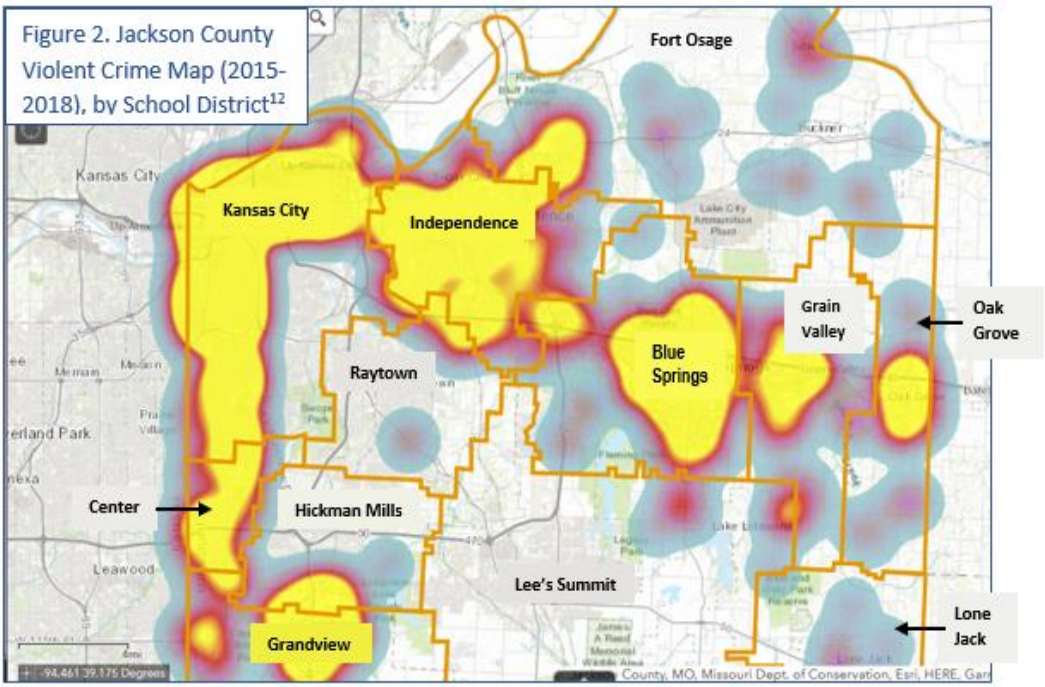
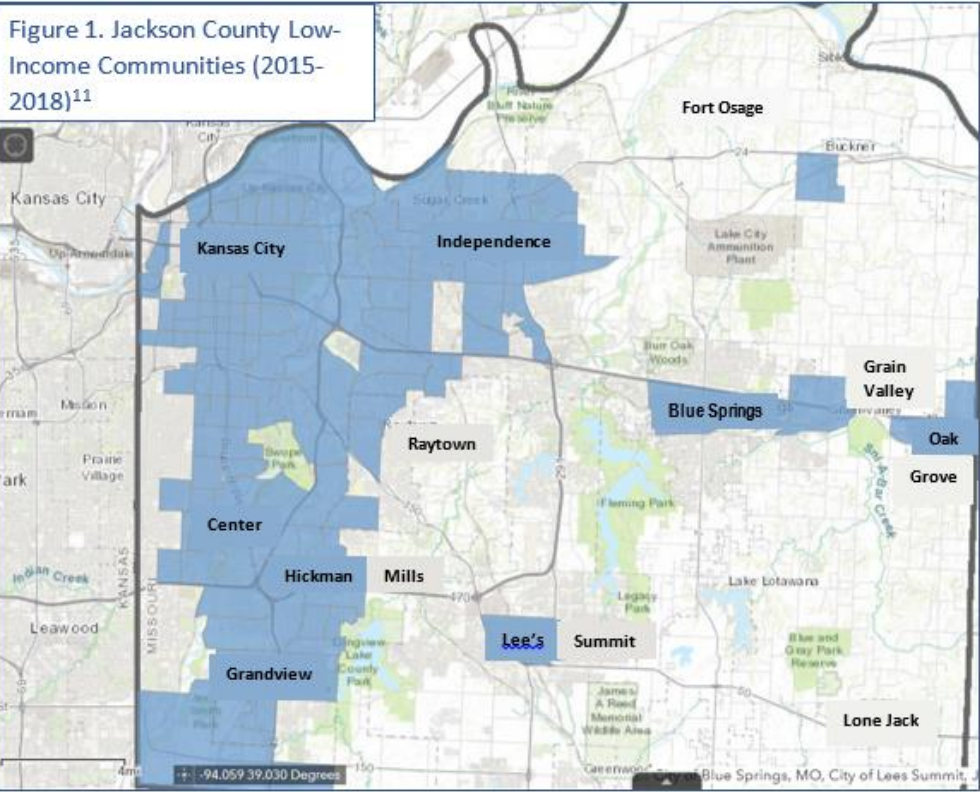
When Geography Defines Your Circumstances

Significant geographic overlap exists between Jackson County low-income communities and incidences of violent crime as these two *SD of MH* co-occur and put school-aged youth at increased risk. District catchment zip codes identified above as contributing to student *SD of MH* via poverty *and* crime highlight five public districts: Center, Hickman Mills, Independence, Kansas City, and Raytown (see Table 5).

Table 5. Jackson County Districts with Elevated Poverty and Violent Crime

District	Catchment Zip Codes with Elevated Poverty and Violent Crime			
Center	64131	64132		
Hickman Mills	64134	64138		
Independence	64052			
Kansas City	64106	64108	64109	64111
	64123	64124	64127	64128
	64129	64130	64131	64132
Raytown	64129	64138		

Presented in Figures 1 and 2 are plots of Jackson County low-income communities and a heat map of incidences of violent crimes. Shown in Figure 1 are low-income areas in blue and school district labels. Presented in Figure 2 are school district boundaries with high incidences of violent crime. Poverty and crime overlap is prominent in the Kansas City Missouri and Independence school districts and east following Interstate-70 through the Blue Springs, Grain Valley, and Oak Grove districts.



Unresolved Trauma May Lead to Emotional Problems

Adverse Childhood Experiences (ACEs) data¹³ highlight the challenges from traumatic events (abuse, neglect, domestic violence, divorce, etc.) that add to mental health problems for children in Missouri. Analysis of data from the 2016 National Survey of Children’s Health highlight that Missouri’s ACEs scores:

“Nearly three in four children with chronic conditions involving emotional, mental or behavioral (EMB) problems have ACEs.”¹³

1. Are lower than the overall U.S. scores (but not significantly) for the percent of children ages 0-5 with 1+ Adverse Childhood Experiences,
2. Are higher than the U.S. (but not significantly) for the percent of children ages 0-17 with 1+ Adverse Childhood Experiences, and
3. Are significantly higher than the U.S. for the percent of children ages 0-17 with 2+ Adverse Childhood Experiences.

The information about children in Missouri with two or more ACEs is particularly important since the impact of multiple ACEs on a child’s development can be critical if not addressed.

Graduation Rates Reflect Adverse Learning Environments

Graduation rates reflect group differences for factors which are *SD of MH* and also speak to adverse learning environments (likewise a *SD of MH*).¹⁴ In Tables 6 and 7, instances in which local or charter districts are out-performed by the state as a whole are highlighted in yellow. Five public and three charter districts in the urban Kansas City center under-perform state-wide graduation rates for all students, with additional graduation gaps reported for subgroups of African American/Black, Hispanic, homeless, economically challenged, male, and limited English proficient students.

Table 6. Four-Year Adjusted Graduation Rates: Jackson County Districts (2018)¹⁴

Jackson County School Districts	All Students	African American/ Black Students	Hispanic Students	Homeless Students	Free/ Reduced Lunch Students	Male Students	Limited English Proficient Students
Lone Jack	100.0%	100.0%	**	**	100.0%	100.0%	**
Grain Valley	97.9%	90.0%	100.0%	100.0%	92.6%	97.6%	**
Fort Osage	95.7%	95.2%	93.6%	94.3%	94.5%	96.4%	100.0%
Oak Grove	95.4%	100.0%	100.0%	**	92.0%	95.1%	**
Blue Springs	95.0%	90.9%	92.8%	100.0%	88.3%	94.2%	100.0%
Lee’s Summit	94.5%	93.6%	100.0%	*	84.8%	92.7%	37.5%
Independence	94.0%	91.9%	94.4%	85.7%	91.5%	94.5%	86.1%
State of Missouri	89.2%	80.0%	84.7%	76.2%	82.1%	87.1%	70.6%
Center	87.6%	87.2%	80.0%	75.0%	86.0%	78.2%	**
Grandview	86.6%	87.6%	89.4%	100.0%	85.3%	81.9%	100.0%
Hickman Mills	85.6%	87.5%	74.1%	90.0%	85.6%	87.0%	62.5%
Raytown	85.0%	84.3%	80.5%	66.7%	87.0%	82.3%	66.7%
Kansas City	70.9%	71.5%	64.2%	58.2%	70.9%	62.0%	63.6%

* Percent suppressed by state due to sample size

** Data not presented by state

Table 7. Four-Year Adjusted Graduation Rates: KCMO Public Schools Catchment Area (2018)¹⁴

KC MO District and Charter Schools	All Students	African American/ Black Students	Hispanic Students	Homeless Students	Free/ Reduced Lunch Students	Male Students	Limited English Proficient Students
Allen Village	100.0%	100.0%	100.0%	**	100.0%	100.0%	100.0%
University Academy	97.8%	97.7%	100.0%	<u>80.0%</u>	97.1%	100.0%	**
Hogan Preparatory	89.2%	89.2%	**	100.0%	89.2%	<u>80.0%</u>	**
State of Missouri	89.2%	80.0%	84.7%	76.2%	82.1%	87.1%	70.6%
Frontier Schools	<u>86.4%</u>	100.0%	<u>82.1%</u>	100.0%	86.4%	<u>73.3%</u>	<u>50.0%</u>
Guadalupe Centers	<u>76.0%</u>	80.0%	<u>75.6%</u>	100.0%	76.3%	<u>69.8%</u>	73.1%
DeLaSalle	<u>35.6%</u>	<u>35.2%</u>	<u>50.0%</u>	<u>33.3%</u>	<u>35.3%</u>	<u>28.9%</u>	<u>50.0%</u>

** Data not presented by state

Within individual public and charter districts, graduation variances are noteworthy when the graduation rate for a group of students facing a *SD of MH* is five percentage points or more below the overall graduation rate for all students in a specific public or charter district. Instances of variances are underlined in the two preceding charts. For male students, variance occurred in 2018 at four charter as well as two public districts; for Hispanic students this occurred at three public districts. Homeless students graduated less often than the overall population at one charter and four Jackson County districts.

When Moving Gets in the Way of Mental Health Students in Jackson County schools have a high rate of student mobility, a *SD of MH* associated with “social and psychological difficulties”, particularly with young students.¹⁵ Twenty percent or more of students in the Kansas City Missouri School District moved at least once during 2015 (see Table 8). More than eight out of ten moved three or more times (five and a half times the rate of moves for students in charter districts).¹⁶ Districts geographically closest to the Kansas City Public School District like Hickman Mills School District also have high rates of student mobility.¹⁷

Table 8. Student Mobility: Percent of Students with Moves¹⁶

Number of Moves	Kansas City (District 33)	Charter Districts
0	14.0%	5.5%
1	22.8%	9.1%
2	31.1%	9.7%
3+	43.1%	7.6%

Under-represented and Not Counted

LGBTQ students face an additional *SD of MH* as members of under-represented groups.¹⁸ Data detailing the number of LGBTQ students and adults in Jackson County are not collected.¹⁹ Typically, schools become aware of LGBTQ students when there is a crisis with a student; there is no current source of descriptive data collected proactively.²⁰ Missouri findings from the GLSEN 2017 National School Climate Survey “demonstrate that Missouri schools were not safe for most lesbian, gay bisexual, transgender, and queer (LGBTQ) secondary school students”.²¹

Mental Health Indicators

While *SD of MH* set the stage for student mental health difficulties, multiple mental health indicators clarify the “picture” of youth mental health in Jackson County and Missouri. These indicators include: suicide rates, mental health services accessed, hospital screening data, and Jackson County student self-report data from the Missouri Student Survey detailing *Depression Thoughts/Behaviors* as well as *Suicide Concerns*.

Suicide Rates

From 2007-2017, for youth aged 15-19 in Jackson County Missouri, the suicide rate was higher, but not statistically significantly so, than the state rate.²²

Forty-seven youth aged 5-19 died by suicide in Jackson County in 2013-2017; compared to 302 in the state of Missouri (see Table 9).

Of the 57 Jackson County zip codes, over 26 reported at least one death by suicide between 2013 and 2017 for school-aged youth. Two zip codes each had six reported school-aged deaths by suicide during the five-year reporting period, 64015 in the Blue Springs School District and 64056 in the Independence School District (data for counts less than five are suppressed by the reporting system)²³.

From the 2008-2012 five-year period to the 2013-2017 five-year period, the number of suicides by youth aged 5-19 increased in Jackson County (see Table 10). This was particularly true for Black/African American school-aged youth. From the first time period to the second the number of deaths by youth suicide increased by 20 deaths, 13 of which were by African American youth. A larger increase was seen for males than females.

Table 9. 2013-2017 Deaths by Suicide: Jackson County & Missouri Youth Aged 5-

Age Range	Jackson County	Missouri
5 – 9 year olds	0	0
10 – 14 year olds	6	50
15 – 17 year olds	22	133

Table 10. 2008-2017 Deaths by Suicide: Jackson County Youth Aged 5-19, by Race and Gender²³

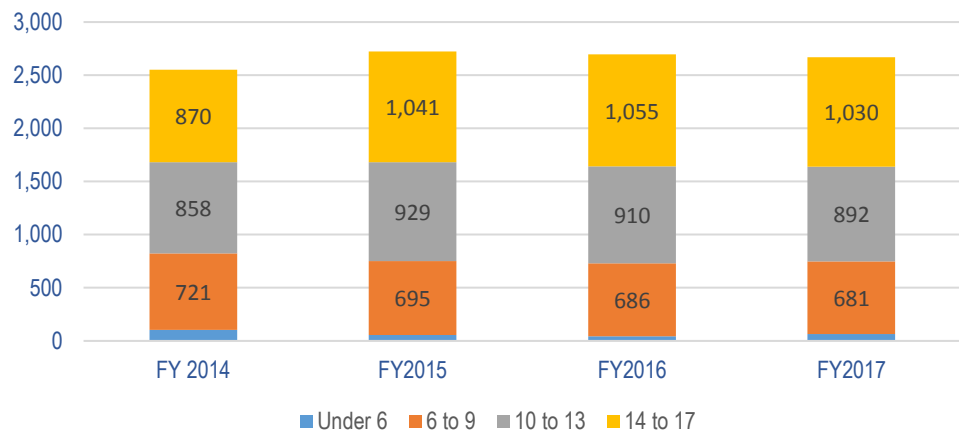
	All	Black/African American	White/Caucasian	Male	Female
2008-2017	74	17	54	58	16
2013-2017	47	15	29	36	11
2008-2012	27	2	25	22	5

Mental Health Services Accessed

The 2012 *Children’s Behavioral Health Needs Assessment for Greater Kansas City* noted, “Almost one third (31 percent) of white children and youth receive mental health services. Only 13 percent of children from diverse racial and ethnic backgrounds receive mental health services. An alarming 88 percent of Latino children have unmet mental health needs.”²⁴

The Missouri Department of Mental Health documents serving 2,669 unduplicated youth in 2017 through the Division of Behavioral Health psychiatric programs (see Figure 3). This includes 234 referrals from schools.²⁵

Figure 3. Youth ages 14 to 17 seek the most DMH services.²⁵



Jackson County youth inpatient hospitalizations in

2015 (not including substance abuse) numbered 2,378 (based on discharge counts).²⁶

The Missouri Budget Project noted that 99% of the children served by the division in 2015 received care in community-based settings.²⁷

Children’s Mercy Hospital Youth Screened

Children’s Mercy Hospital completed a 1-year study in April, 2015, of a universal suicide screen. During that time, 4,786 youth aged 12 and older were screened. Two percent of the youth screened positively even though only seven of them had a mental health chief complaint bringing them to the clinic.²⁸

Missouri Student Survey Youth Self-Report Results

Missouri Student Survey (MSS) results include Jackson County youth self-reported mental health data including *Depression Thoughts, Depression Behaviors, and Suicide Concerns* (see Table 11).²⁹

Jackson County and Missouri Youth MSS Responses are Similar

Just under a fourth of the students reporting being *Very Sad* and approximately a third of students being *Grouchy/Irritable* and having *Schoolwork and Sleep Disruption*. Approximately 10% of the students reported *Making a Suicide Plan*, with 6% *Attempting Suicide*.

Large differences are seen between responses by LGBTQ and non-LGBTQ respondents

For all survey queries the percentage of LGBTQ students reporting *Depression Thoughts, Depression Behaviors, and Suicide Concerns* are several times larger than those reported by straight students. Glaringly, the percent of LGBTQ students reporting *Attempted Suicide* is five times greater than the rate reported by non-LGBTQ students; the percentage reporting *Making a Suicide Plan* is three times greater. Roughly half of the LGBTQ survey respondents reported being *Very Sad, Feeling Grouchy/Irritable,* and having *Schoolwork and Sleep Disruption*.

Missouri Student Survey: Data describing student *Depression Thoughts* include how often (*Often/Always*) in the last 30 days reporting students: *Were Very Sad, Were Grouchy, Irritable, or in a Bad Mood, or Felt Hopeless About the Future*. Data describing student *Depression Behaviors* include how often (*Often/Always*) in the last 30 days reporting students: *Had Difficulty Concentrating on Schoolwork, Had Disrupted Sleep Patterns, and Self-injured*. *Suicide Concerns* data include youth self-reported responses (*Yes/No*) to whether or not, in the last 12 months, youth had: *Seriously Considered Suicide, Made a Plan to Attempt Suicide, Attempted Suicide, or Attempted Suicide Resulting in Injury*.

The DESE and the Missouri Department of Mental Health administer the survey in even-numbered years to middle and high school students. Online access to MSS data is available at:

<https://dmh.mo.gov/ada/rpts/survey.html>

Sufficient data are not available to examine survey responses from LGBTQ students in Jackson County. An optional module of the MSS survey includes questions about high-risk groups including sexual orientation and gender identity. Module responses in 2018 are not necessarily representative of Jackson County due to the opportunity for schools to opt out of the module and the distribution of participating schools such that only 5.4% of students responding to the optional module were from the Northwest region of Missouri. However, overall Missouri data trends can inform discussion of youth mental health.

Table 11. 2018 MSS: Jackson County & Missouri Response Rates: Depression Thoughts/Behaviors and Suicide Concerns

	Jackson County	Missouri		
	All ²⁹	All ²⁹	LGBTQ ³⁰	Straight ³⁰
Very Sad	23%	24%	<u>53%</u>	23%
Hopeless about Future	14%	13%	<u>37%</u>	14%
Feeling Grouchy/Irritable	30%	35%	<u>56%</u>	33%
Schoolwork Disruption	28%	30%	<u>49%</u>	28%
Sleep Disruption	31%	33%	<u>53%</u>	30%
Self-Injury	17%	20%	*	*
Seriously Considered Suicide	12%	14%	<u>44%</u>	12%
Made a Suicide Plan	10%	11%	<u>30%</u>	9%
Attempted Suicide	6%	6%	<u>20%</u>	4%
Attempted Suicide with Injury	1%	1%	*	*

* Data not available

Aggregate data obscure trends between grade levels

In many cases aggregate data obscure trends that occur in the transition years from middle school to high school (see Table 12). Greater response percentages were found for the transition years for two of three *Depression Thoughts* queries and two of three *Depression Behaviors* queries. Of note are the 6th-7th grade response percentages for *Attempted Suicide* and *Attempted Suicide with Injury*.

Table 12. 2018 MSS: Jackson County Response Rates- Depression Thoughts/ Behaviors & Suicide Concerns²⁹

	6th-7th Grades	8th-10th Grades*	11th-12th Grades**
Very Sad	20%	24%	25%
Hopeless about Future	10%	16%	14%
Feeling Grouchy/Irritable	25%	32%	32%
Schoolwork Disruption	23%	31%	25%
Sleep Disruption	26%	32%	43%
Self-Injury	15%	19%	8%
Seriously Considered Suicide	12%	13%	7%
Made a Suicide Plan	8%	11%	12%
Attempted Suicide	6%	5%	4%
Attempted Suicide with Injury	2%	1%	0.2%

* 9th grade data may be inconsistent due to sample size.

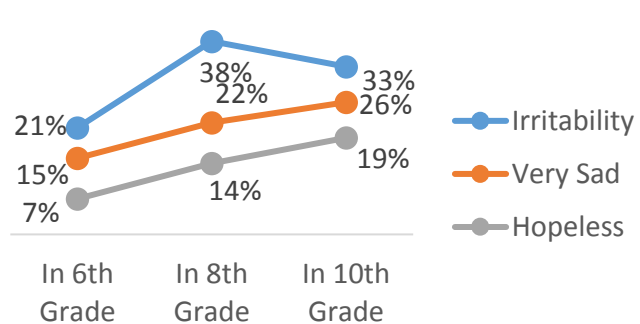
** 11th grade data suppressed due to sample size.

Youth Mental Health Indicators are Not Static

Mental health indicators for school-aged youth change over time. Cohort data highlight trends, across time, for the same population of students. With the exception of *Suicide Concerns* data, which peaked in 10th grade, increased response rates to almost all queries are seen from the first to the third survey administration for the 6th grade cohort.

Cohort Data: Cohort data follow a group of students across multiple survey administrations. For example, a 6th-grade cohort took the survey the first time in 2014. The next time the survey was administered (2016) the group was in 8th grade and in 2018 the cohort was in 10th grade.

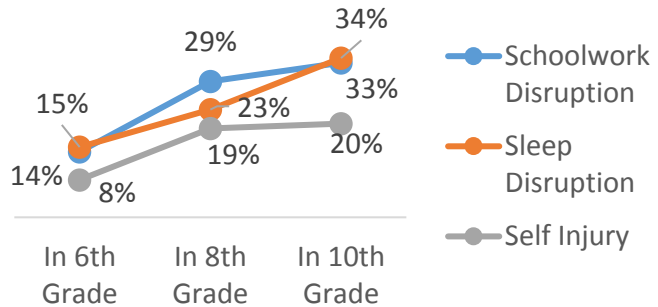
Figure 4. Jackson County 6th Grade Cohort: Depression Thoughts²⁹



Sixth-grade cohort responses for *Depressive Thoughts* peaked in 8th grade for *Irritability*, but continued to increase for being *Very Sad* and *Hopeless* through 10th grade (see Figure 4).

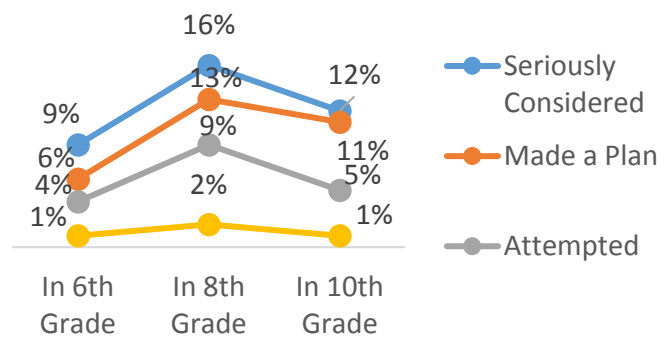
Depression Behavior responses for the sixth-grade cohort increased from the sixth-grade baseline, through the eight-, and to the tenth-grade survey administration for all three behaviors. This increase in behaviors is congruous with the increase in *Depression Thoughts* (see Figure 5).

Figure 5. Jackson County 6th Grade Cohort: Depression Behaviors²⁹



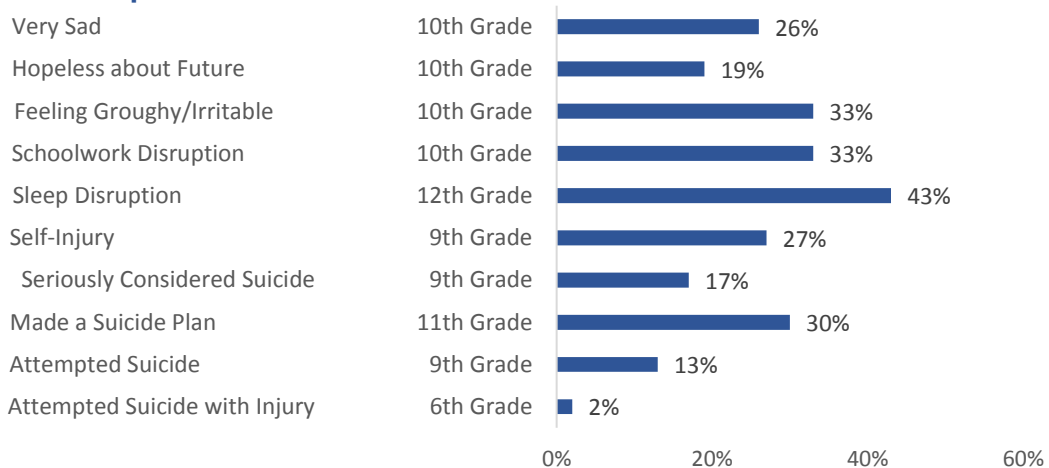
Suicide Concerns responses for all queries for the sixth-grade cohort peaked when the students were in 8th grade, and decreased in 10th grade (see Figure 6).

Figure 6. Jackson County 6th Grade Cohort: Suicide Concerns²⁹



Most survey queries received the highest response percentages from 9th and 10th grade students. Grade levels with highest response rates are presented in Figure 7.

Figure 7. 2018 MSS Indicators: Grades with Highest Response Rates²⁹



School-Based Mental Health Services

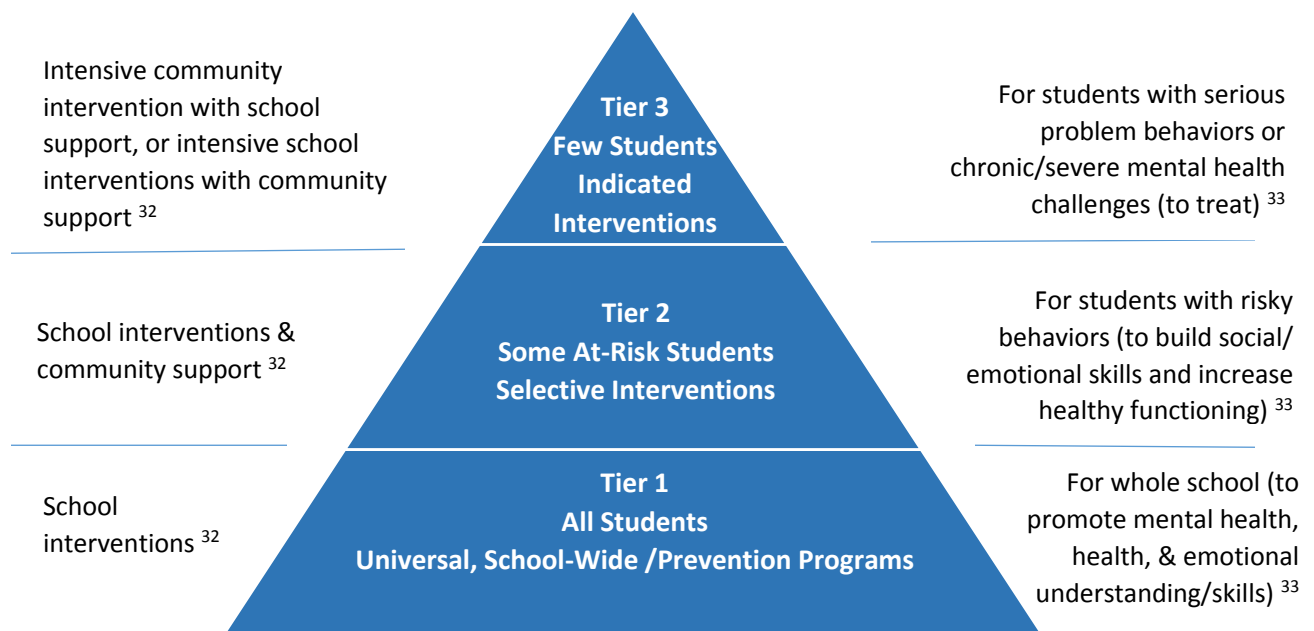
A depiction of school-based mental health services in Jackson County includes a school-based services model with three distinct service tiers, local services provided by school districts, as well as local agencies and resources engaged in service provision.



Model of Service Provision

Multiple models of school mental health service provision use a three-tiered framework common to public health prevention models (see Figure 8).³¹ Key components echoed by the Continuum of School Mental Health Services and discussed by the National Association of School Psychologists include interventions provided in school as well as community settings, determined by the type of services needed.³² Three tiers of services noted by the Office of Safe and Healthy Students (U.S. Dept. of Education) are specific to: all students, at-risk students, and students with severe/chronic problems.³³ The aim of each tier's intervention is different, based on the needs of the students: those who need targeted interventions to address existing mental health challenges, those who exhibit risky behaviors or warning signs and need interventions to increase healthy functioning, or all students who need services to promote overall health and mental health.

Figure 8. School Mental Health Service Model



Local Services

School mental health service tiers can be used to categorize the identified mental health services provided by Jackson County school districts and local providers.

Jackson County, Missouri School Districts

An Internet review of the websites³⁴⁻⁶⁵ for the 12 public and 20 charter districts obtained mixed results. The data available online do not clearly describe the practices and policies in place to support student mental health. While more information is available for the public districts, it is inconsistent and/or missing across the web sites and local efforts are not clearly represented. The summary below shows data collected from district/school web pages, parent support links, parent/student handbooks, and counseling/social work staffing information.

Specific programming refers to whether an identified program was mentioned on a website or whether efforts were mentioned without a program name. For example, specific programming mentioned for public districts included Signs of Suicide (a universal, Tier 1 program), a CARE program (a selective, Tier 2 intervention), a structured Community Outreach Program (selective and indicated, Tiers 2 & 3 interventions), and social/emotional screenings (a Tier 2 selective intervention). The charter districts also note using Signs of Suicide. Two charter districts mentioned being trauma sensitive and trauma informed. Many websites mentioned behavior management plans such as BIST (Tier 1) or the Olweus anti-bullying program (Tier 1).

General comments about programming included for charter districts: wrap-around services (Tier 2 or 3), individual/group sessions addressing social/emotional growth (Tier 1 or 2), or licensed staff doing group/individual therapy, or crisis intervention (Tier 3). General comments for the public districts indicated counselors teaching lessons in classrooms (Tier 1) or internal referrals by teachers.

As resource referrals for Tiers 2 and 3 services, four public districts and two charter districts named *specific* community mental health supports as a resource for parents. In these instances, there is already a working relationship between the school and the service provider. *General* referrals were made via a long list of options from which parents/families could select. In two instances, long lists of possible providers were provided, but a disclaimer that no providers were being endorsed accompanied the lists (see Table 13).

Table 13. Number of Districts Providing Resources (Web Site Results)

		Public Districts	Charter Districts
Programming	Specific	4	2
	General	3	4
Resource Referrals	Specific	4	2
	General	3	0
	General with Disclaimer	2	0
Help in a Crisis	Local Information	6	1
	Telephone Support Line	5	1

Agencies and Resources

In addition to the Mental Health Fund, the Kansas City metropolitan area has multiple resources already available to partner with schools to meet the mental health needs of students through services across multiple tiers.

School-Based Health Alliance noted in its 2017 publication *Sustaining School-Based Health Services in Missouri* that seven of the Health Forward grantees already provide school-based services in schools/districts in the counties in which the organization funds.⁶⁶ These services include therapeutic and support services for school-aged children and their families (Tier 3), program development for therapeutic services for at-risk school-aged children (Tier 2), and psycho-educational prevention groups provided by a community mental health center (Tier 2).

Recent Health Forward awardees for school mental health services include: Independence School District and Great Circle’s ECHO Pilot Program, Guadalupe Educational Systems, Gordon Parks Elementary School, Lee’s Summit School District/Lee’s Summit CARES/Truman Medical Center, Crossroads Charter School, Genesis School, Blue Springs School District/Hall McCarter Education Center & Freshman Center, Kansas City School District (Conflict Resolution), Kansas City School District/Headstart (Behavioral Health), and Comprehensive Mental Health with Blue Springs School District, Fort Osage School District, and Center School District.⁶⁷

Past Health Forward awardees include: DeLaSalle, Rose Brooks Center (Project Safe), and Campfire to work on Conflict Resolution (with Rogers Elementary, Primativo Garcia, Longfellow Elementary, Faxon Elementary, Success Academy at Knotts, and Garfield Elementary).⁶⁷

The following agencies and community mental health centers serve children in Jackson County. An overview of services is noted, along with information available on their websites about partnerships or services in schools. Details of the capacity and service usage in the schools when partnering with the agencies were not available in Internet sources; however, information provided by Health Forward about mental health funding for grant awardees is included below (see Table 14).

Table 14. Local Agency Youth Services (Web Site Results)

Agency	Jackson County Agencies
Comprehensive Mental Health Services ⁶⁸	<p>Child and Adolescent Services</p> <p>Variety of services to school districts in Eastern Jackson County. Services can include individual and family treatment, group counseling and education, parent and child education on mental health issues, sexual abuse prevention, teacher education, teacher and school staff consultation, and drug education and prevention. Services are provided on site at numerous schools in the area. Health Forward Grantee with Blue Springs, Fort Osage, and Center School Districts.</p>
Cornerstones of Care ⁶⁹	<p>School Interventions and supports.</p> <p>Behavior Intervention Support Team (BIST) provides training and customized consultation to teachers and administrators to address the growing needs of students in their own classrooms. Professional Development/Consultation services consist of: professional development for buildings and districts, administrative collaboration and problem-solving, on-going staff support, problem-solving, modeling, counselor and social worker support, collaboration with individual teachers, before- and after-school child-care programs and class meetings. Provides social/emotional screenings for Grandview students.</p>
Great Circle ⁷⁰	<p>School-based support services are mentioned. Health Forward Grantee with Independence School District (ECHO Pilot).</p>
ReDiscover ⁷¹	<p>Child and Adolescent Services</p> <p>Assessment, crisis prevention/intervention and counseling for students at all grade levels in coordination with local school districts. Children can receive help with issues including anxiety, stress, peer or family problems, substance use disorders, depression, discipline problems, suicide risk and bullying violence.</p>
Swope Health Services ⁷²	<p>Child, Adolescent, and Teen Services</p> <p>School interventions and supports</p> <p>Community Support Specialists (CSS) work with schools to meet the therapeutic needs of children who are struggling with stress, anger and other behavioral issues. Services can include psychosocial assessments, community support, crisis intervention, family support, treatment team meetings, school interventions and supports and group support meetings. A CSS will spend a great amount of time in the home, school and community with the goal of helping the child grow into a happy, healthy, and successful adult. Teachers, principals, school counselors, or other school personnel can refer to this program.</p>
TMC (Lee's Summit, KC) ⁷³	<p>Child and Adolescent Services</p> <p>Individual Counseling (including play therapy), Medication Management, Psychiatric Services. Psychiatry Services in Spanish. Psychological Assessments, Case management. No info on Internet about specific services in partnership with schools. Health Forward Grantee with Lee's Summit School District/Lee's Summit CARES.</p>

Mandates and Funding

School-based mental health services in Jackson County are constrained/guided by multiple mandates and funding considerations. This includes the definition of billable services, state-



required school programming, and the Mental Health Fund's directive to serve the specific needs of Jackson County residents.

Funding

To increase access to services for childhood mental health treatment, as of April 2018, MO HealthNet Division (MHD) covered services provided in a school setting, to an MHD-eligible child, are billable. This change allows non-IEP-based covered behavioral health services to be billed "under Section 504 of the Rehabilitation Act of 1973" when provided by an MHD provider.⁷⁴ This change allows non-IEP-based covered behavioral health services to be billed "under Section 504 of the Rehabilitation Act of 1973" when provided by an MHD provider.⁷⁵

Subsequent project phases will include data collection to identify funding sources used for specific, school-based mental health services in all three, service tiers.

Mandates

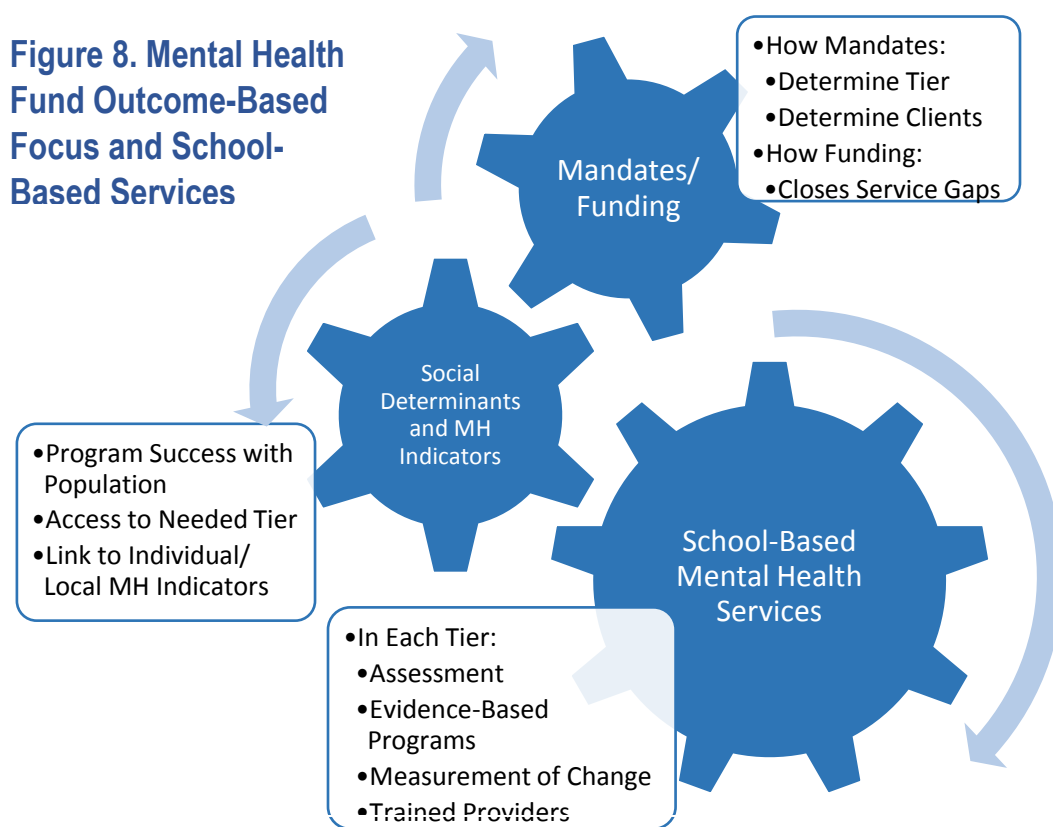
State and county-level mandates impact local school-based mental health services.

Although not billable as behavioral health services, DESE requires that suicide prevention be addressed in schools. The Centers for Disease Control (CDC) identifies that "suicide is a serious public health problem that can have lasting harmful effects on individuals, families, and communities".⁷⁶ Prevention science indicates that to decrease this public health problem, risk factors can be decreased and/or prevention factors can be increased. The CDC clearly states that, "Effective prevention strategies are needed to promote awareness of suicide and encourage a commitment to social change".⁷⁶ To this end, DESE enacted legislation mandating that each school district address youth suicide awareness and prevention. All school districts were required by July 1, 2018, to "adopt a policy for youth suicide awareness and prevention, including plans for how the district will provide for the training and education of its district employees (Section 170.048 RSMo)."⁷⁷ The legislation stipulates that such policies must include, but are not limited to: "1) strategies that can help identify students who are at possible risk of suicide; 2) strategies and protocols for helping students at possible risk of suicide; and 3) Protocols for responding to a suicide death".⁷⁷ Examples provided by the state of programs which meet the requirements are all Tier 1, universal programs.

There is a potential fit between the Mental Health Fund's mandate and the need for school-based mental health services. The Mental Health Fund is to be "responsive to the unique needs of Jackson County residents".⁷⁸ Linking the examination of school-based services *SD of MH* and to the available mental health indicators ties the work of the Mental Health Fund directly to local student need. The additional responsibility to "support a network of mental health services for persons with chronic mental illness that are locally accessible"⁷⁸ lends itself to school-based services to help close treatment gaps, but may constrain the tiers in which the Mental Health Fund could support services for students with chronic mental illness.

Outcome-Based Programming

As data are gathered in subsequent project phases, it will be important to recognize the focus of the Mental Health Fund on outcome-based programming. (Concepts presented here are gleaned from the Mental Health Fund’s work on defining quality Case Management.⁷⁹) The school-based mental health service model, *SD of MH* and mental health indicators, as well as mandates and funding are all interconnected with quality, outcome-based programming. Noted in Figure 8 are components of quality programming that must be at the forefront as information is collected about Jackson County school-based mental health services.



Recommendations for Phase II

In Phase II, as proposed, data collection will move toward collecting crucial data about current school-based mental health services in Jackson County from key informants. In consultation

with Mental Health Fund leadership and staff, a cross-section of pertinent key informants will be identified for personal interviews representing: county, district, and school personnel; community mental health providers; and elementary, middle, and high schools.

Pertinent key informants will be selected in Phase II to prioritize schools/districts which predominantly serve students with *SD of MH* (live in high poverty or crime areas, experience adverse learning conditions, or have had five or more suicides in the past five-year period).

Topics of interest for the interviews follow, but will be discussed and confirmed with Mental Health Fund leadership and staff prior to beginning the interview process.

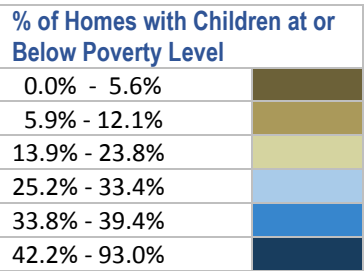
1. Information to collect from the Mental Health Fund and other funders:
 - a. What agencies are currently funded to provide in-school services?
 - b. Is programming in specific service tiers prioritized for funding?
2. Identify current, specific services provided by, or at, schools to include:
 - a. What mental health services are provided in, or in partnership with, the schools?
 - b. Who provides the services?
 - c. How many students are served?
 - d. How are specific services funded?
 - e. Who determines the scope of services?
 - f. How are students screened in or out for services?
 - g. What service model is used? Is it an evidenced-based model?
 - h. How is change measured?
 - i. What policies support/inhibit providing students with mental health services? How are these policies determined?
 - j. What services meet the state requirement to address youth suicide awareness and prevention?
 - k. What local data are used to demonstrate need to funders for school-based mental health services? How are these data collected?
 - l. Does the district/school participate in the Missouri Student Survey and use the resulting data to address student mental health indicators?

At the conclusion of Phase II, recommendations will be made to amplify data sources and structure an in-depth strategic needs assessment.

Appendix A: Poverty Rates by District and Zip Code

Jackson County Poverty Rates by County & /Charter Districts and Zip Code (2017 5-year Estimates)

		Jackson County Public School District Catchment Zip Codes								
Public School Districts	Blue Springs	64014	64015	64055	64064					
	Center	64114	64131	64132						
	Fort Osage	64016	64056	64058						
	Grain Valley	64029								
	Grandview	64030	64145	64146	64147					
	Hickman Mills	64134	64137	64138						
	Independence	64050	64052	64053	64054	64055	64056	64057	64136	
	Kansas City		64105	64106	64108	64109	64110	64111	64112	64113
			64114	64120	64123	64124	64125	64126	64127	64128
			64129	64130	64131	64132	64133			
	Lee's Summit	64034	64063	64064	64065	64081	64082	64086	64149	
	Lone Jack	64070								
	Oak Grove	64075								
	Raytown	64129	64133	64138	64139					
			Charter School Locations Within the Kansas City Missouri Public District Catchment Area							
Kansas City Charter Districts	Académie Lafayette	64109	64111	64113						
	AFIA	64131								
	Allen Village	64111								
	Brookside	64130								
	Citizens of the World	64111								
	Crossroads	64105								
	DeLaSalle	64109								
	Ewing M. Kauffman	64131								
	Frontier Schools	64110	64120							
	Genesis School	64130								
	Gordon Parks	64111								
	Guadalupe Centers	64108	64111	64127						
	Hogan Preparatory	64110	64127	64131	64132					
	Hope Leadership	64128								
	KCIA	64125								
	KIPP: Endeavor	64127								
	Lee A. Tolbert	64109								
	Pathway Academy	64132								
	Scuola Vita Nuova	64124								
	University Academy	64131								



Appendix B: Violent Crime Counts by District and Zip Code

County Violent Crime Counts (2015-18) by District/Charter & Zip Code¹³

Jackson County Public School District Catchment Zip Codes										
Public School Districts	Blue Springs	64014	64015	64055	64064					
	Center	64114	64131	64132						
	Fort Osage	64016	64056	64058						
	Grain Valley	64029								
	Grandview	64030	64145	64146	64147					
	Hickman Mills	64134	64137	64138						
	Independence	64050	64052	64053	64054	64055	64056	64057	64136	
	Kansas City		64105	64106	64108	64109	64110	64111	64112	64113
			64114	64120	64123	64124	64125	64126	64127	64128
			64129	64130	64131	64132	64133			
	Lee's Summit	64034	64063	64064	64065	64081	64082	64086	64149	
	Lone Jack	64070								
	Oak Grove	64075								
	Raytown	64129	64133	64138	64139					
	Charter School Locations Within the Kansas City Missouri Public District Catchment Area									
Kansas City Charter Districts	Académie Lafayette	64109	64111	64113						
	AFIA	64131								
	Allen Village	64111								
	Brookside	64130								
	Citizens of the World	64111								
	Crossroads	64105								
	DeLaSalle	64109								
	Ewing M. Kauffman	64131								
	Frontier Schools	64110	64120							
	Genesis School	64130								
	Gordon Parks	64111								
	Guadalupe Centers	64108	64111	64127						
	Hogan Preparatory	64110	64127	64131	64132					
	Hope Leadership	64128								
	KCIA	64125								
	KIPP: Endeavor	64127								
	Lee A. Tolbert	64109								
	Pathway Academy	64132								
	Scuola Vita Nuova	64124								
	University Academy	64131								

Incidences of Violent Crime	
0 - 38	
49 - 117	
146 - 341	
347 - 502	
531 - 730	
749 - 1360	

Appendix C: Notes

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