

ORANGE COUNTY FAMILY SERVICES DEPARTMENT



Review of
Established Children's Services Councils in Florida
and
Orange County Government Funded
Children's Programs and Services

FINAL REPORT

DECEMBER 2018



ACKNOWLEDGEMENTS

The Forefront Consulting, LLC Project Team would like to sincerely thank the Office of the Orange County Mayor, Orange County Board of County Commissioners, Office of The County and Deputy Administrator, Family Services Department and all Divisions. Additional special thanks to Mr. Lonnie Bell and Mr. Warren Lakan, Assistant to the Orange County Director of the Family Services Department Administrator.

The work completed by our team would not have been possible without the complete cooperation of the aforementioned allowing the development of the review of Children Services Councils and Orange County Government Funded Children's Services and Programs Study and its recommendations for consideration by the Orange County Board of County Commissioners. Forefront would also like to thank the following organizations for giving limitless time, consideration, and support in Forefront Consulting, LLC's goal to deliver what we believe is an understandable, and most importantly, usable document.

Special thanks to the following:

- Orange County Public Schools
- Community Based Care of Central Florida (Orange, Osceola, Seminole)
- Citizens' Commission for Children
- Healthy Start Coalition of Orange County
- Florida Children's Services Council
- Florida Dept. of Juvenile Justice
- U.S. Census Bureau
- Florida Office of Early Learning
- Early Learning Coalition of Orange County
- Citizens Review Panel,
- Youth and Family Services Board
- Florida Dept. of Children and Families
- Florida Dept. of Education
- Community Based Care of Central Florida

Sincerely,

Keith D. Carr

Forefront Consulting, LLC Project Team

Keith D. Carr, Principal

Project Team

Dr. Randy B. Nelson | Isaac Williams | Ronald Baker | Nutoshia Carr | Celicia Bell

Dr. Felicia Dix-Richardson | Sharlene Heyward | Askia Jones | Mary "Dee" Richter

TABLE OF CONTENTS

1. EXECUTIVE SUMMARY.....	4 - 21
2. INTRODUCTION.....	22 - 25
2.1. Purpose of the Study.....	22 - 24
2.2. Background.....	22
2.3. Project Scope.....	24 - 25
3. CHILDREN’S SERVICES COUNCILS (CSCs)/ ORANGE COUNTY COMPARISON.....	26 - 51
3.1. Background.....	27
3.2. Methodology and Data Sources.....	27 - 28
3.3. History of Children’s Services Councils.....	29 - 36
3.4. Description of Existing Children’s Services Councils.....	37 - 40
3.5. Comparison of Orange County Children’s Services to selected CSC’s.....	41 - 48
4. REVIEW OF CHILDREN’S TRUST and UCF REPORTS.....	52 - 91
4.1. Background.....	52 - 54
4.2. Methodology and Data Sources.....	54 - 56
4.3. Review of Children’s Trust and UCF Reports Methodology.....	55 - 56
4.3.1. CHILDREN’S TRUST 2016 and 2017 Reports	
4.3.2. University of Central Florida 2018 Report	
4.4. Validation of Children’s Trust and UCF Reports Children’s Services Funding Gaps.....	57 - 91
4.4.1. Subsidized Child Care Wait List	
4.4.2. Early Learning Quality Rating Improvement System or Stars Program	
4.4.3. Educational Enrichment – Title I Schools After School Programs	
4.4.4. Early Intervention Programs – The Healthy Start Coalition of Orange County (HSCOC)	
4.4.5. Mental and Physical Health Services	
4.4.6. Services for Strengthening Families	
4.4.7. Services for Victims of Domestic Violence and Child Abuse	
4.4.8. Summary	
5. ORANGE COUNTY FAMILY SERVICES DEPARTMENT.....	92 - 113
6. COMMUNITY LEVEL DATA.....	114 - 150
6.1. Community Level Assessment Framework.....	114
6.2. Community Domain.....	115 - 126
6.2.1. Juvenile Arrests	
6.2.2. Juvenile Detention	
6.2.3. Poverty Level	

6.2.4. Adult Arrests	
6.3. Family Domain.....	126 - 131
6.3.1. Dependency (Foster Care)	
6.3.2. Verified Findings of Abuse and Neglect	
6.4. Education Doman.....	131 - 145
6.4.1. Kindergarten	
6.4.2. 3 rd Grade Reading Proficiency Scores	
6.4.3. High School Graduation Rates	
6.4.4. Dropout Rates	
6.4.5. Low Performing Schools	
6.5. Individual Domain.....	146- 150
6.5.1. Teen Pregnancies	
6.5.2. Infant Mortality	
7. RECOMMENDATIONS.....	151 - 162
8. APPENDIX I – REFERENCES.....	163 - 165
9. APPENDIX II – ABBREVIATIONS LIST.....	166 - 168
10. APPENDIX III – CHARTS.....	169 - 170
11. APPENDIX IV – TABLES.....	171
12. APPENDIX V – MAPS.....	172

Chapter 1

EXECUTIVE SUMMARY

Introduction

Orange County Government (OCG) utilized the consultancy services of Forefront, LLC (Forefront, an independent Florida-based consulting, research and advisory firm) to review the Children's Trust reports, *The Case for a Children's Trust in Orange, County, Florida (Spring 2016 and Fall 2017)* and the University of Central Florida's (UCF) 2018 report, *Children's Unmet Needs: Celebrating Success and Creating Opportunities In Orange County* to evaluate the validity of the information contained therein.

In addition, the consultancy was asked to compare Orange County's levels of service for children's programs with those of the ten (10) counties in Florida that have established either a dependent or independent Children's Services Councils; and provide *Best Practice* recommendations for the utilization of \$20 million in new funding earmarked for children's programs and services; the engagement also included obtaining input from the internal advisory boards of Orange County for prioritizing services and funding gaps.

Background and History

In early 2018, the Children's Trust of Orange County, a group of local business leaders, stakeholders and child advocates, began a drive advocating for the creation of an independent Children's Services Council (CSC). Independent CSCs are autonomous special taxing districts and/or local governmental entities created pursuant to the provisions of section 125.901, Florida Statutes, and local county specific ordinance to provide funding for children's services throughout the specified county. A CSC has the primary purpose of providing preventive, developmental, treatment, rehabilitative and other services for children.

According to the Florida Statute, the proposed CSC would include a 10-member governing board consisting of the following appointments:

- * Five (5) gubernatorial appointees;
- * Department of Children and Families District Administrator or designee;
- * Superintendent of Schools, or his or her designee;

- * One (1) School Board member;
- * One (1) member of county governing board;
- * One (1) judge assigned to juvenile cases (shall not vote or participate in setting ad valorem taxes).

The funding source for the proposed independent CSC would be a dedicated portion of property taxes of one-half of one mill on all taxable property in Orange County, which would generate approximately \$58 million per year for the operation of the CSC. Florida Statute would require the CSC to supplement current funding on children's services and not to replace current funding.

The Orange County Board of County Commissioners (BCC) provides funding for a wide range of children's services based on the determination of the Mayor and County Commission. As previously mentioned, the health and well-being of the community's children has and continues to be an area of critical need and concern. In FY 2016-2017, Orange County Government spent \$66 million on children services in the following five focus areas:

- **Early Childhood Education**
- **Educational Enrichment**
- **Juvenile Justice/Prevention/Foster Care**
- **Mental and Physical Health**
- **Strengthening Children/Families**

On April 24th, 2018, the BCC held a work session to discuss the Children's Trust proposal to create an Independent CSC. During the work session, the BCC heard from members of the public and received a detailed staff presentation outlining the structure and function of independent CSCs; a comprehensive review of children services currently being provided in the county; an evaluation of the *Children's Trust 2016 & 2017 Reports*; and an overview of other Orange County unmet needs.

The BCC decided that more information would need to be obtained prior to further consideration of the Children's Trust proposal to create an independent CSC (also including possibility of creating a dependent CSC and using existing revenues to fill any critical gaps in children, youth, and family services rather than raising taxes).

The BCC retained Forefront to conduct an objective overview of the Orange County Government's levels of services for its funded children's programs throughout the county to

determine potential service gaps and make a comparison between the County's children's programs and services with those provided by the Florida counties with established children's services councils (CSC) and to make recommendations to the Orange County BCC for how additional funding could be utilized to address level of service gaps for children and to determine what additional processes the county should pursue in order to make an informed decision.

The position of the Children's Trust of Orange County and its advocates is that there is a huge unmet need for children services in Orange County that requires the creation of a new entity focused solely on children's services and a dedicated funding source in the form of an increase in property taxes of a maximum of one-half mill as reported in the Orlando Sentinel.

There has been a great deal of public discussion over the issue of whether a gap in children's services exists and if so, what is the amount of that gap. The discussion has pivoted from the Children's Trust original position that the funding gap identified in their reports serve as justification of an increase of a one-quarter mill property tax levy in dedicated funding for the proposed CSC which would generate approximately \$29 million.

Before the April 24, 2018, BCC work session, the Children's Trust request was increased to a one-half mill, which would generate approximately \$58 million, using the same reports and identified children's services funding gaps of \$27.3 million as justification. As a comparison the annual general revenue funding for children's services in the Orange County's Family Services Department (FSD) budget is \$38 million.

It should be noted that the proposed funding request of one-half mill accompanying the proposal to create an independent CSC would generate an estimated \$58 million annually for the life of the CSC. The Florida Statute governing CSCs provide that for CSCs created after July 1, 2010, creating a new district with taxing authority may specify that the district is not subject to reauthorization or may specify the number of years for which the initial authorization shall remain effective. If the referendum does not prescribe terms of reauthorization, the governing body of the county shall submit the question of retention or dissolution of the district to the electorate in the general election 12 years after the initial authorization.

A. COMPARISON OF REPORTS

As part of its efforts to demonstrate the need for an independent CSC, the Children's Trust of Orange County commissioned the aforementioned reports (*The Case for a Children's Trust in Orange, County, Florida (Spring 2016 and Fall 2017)*) and the University of Central Florida's (UCF) 2018 report, *Children's Unmet Needs: Celebrating Success and Creating Opportunities In Orange County.*) to identify unmet needs in funding children's services in Orange County.

The Children's Trust 2016 and 2017 Reports were intended to provide detail on some of the gaps in Orange County that could be mitigated by the establishment of a sustainable Children's Services Council, describe the statutory structure prescribed for such organizations in Florida, and address common questions. Forefront concluded that the reports are not exhaustive inventories of unmet needs; including, but not limited to, full-day VPK, services for children with disabilities, abuse prevention and outreach, and the deterrence of juvenile delinquency were not addressed. The authors reported that time limitations precluded the inclusion of these services in their reports, however they suggested these service needs are often addressed by Children's Services Councils in other counties. Therefore, it appears that the reports were not intended to be an actual children's services gap analysis but instead it was intended to be a tool to demonstrate potential areas where a CSC could direct its funding if the proposed CSC was created.

The "Gap" section of the *Children's Trust 2016 and 2017 Reports* indicated that there was a \$27,299,862 million annual gap (exclusive of costs to implement recommendations made by the Mayor's Youth Mental Health Commission) in services needed to support the success, health, and well-being of Orange County's children and youth. The actual addition of the numbers in the report reflects a funding gap total of \$26.2 million. Furthermore, if the childcare waitlist funding gap in the Children's Trust reports were replaced with the childcare waitlist funding gap of the UCF 2018 report, the reported gap would increase to \$33.3 million. Based on the analysis of the reported funding gaps, Forefront could only confirm \$443,630 in funding gaps, (\$424,160 in gaps in services for mental and physical health and \$19,470 in gaps in services for victims of domestic violence and child abuse).

Forefront's work on this project includes a gap verification analysis, not a determination that every child in Orange County receives or has access to the services that would improve its overall well-being.

Forefront's analysis reflects that based on the data and methodology used in the Orange County Children's Trust and UCF reports, we were unable to verify a significant majority of the reported children's services gaps included in the reports. The reports contained significant errors and did not use a consistent methodology in the determination of the identified gaps. For instance, the reports used different time frames for measuring different trends and cost data to calculate funding gaps. The Children's Trust reports were based primarily on older data from 2015 and earlier. Significant changes and improvements have occurred in the last several years that were not accounted for in these reports.

In the case of the childcare waiting list, there were vastly different calculated gaps between the Children's Trusts reports (\$9.9 million) and the UCF report (\$17 million). Flaws in the methodology used resulted in misstated/overstated funding gaps. For example, the identified gap of \$4,680,000 in the Children's Trust reports for access to after school programs at Orange County Public Schools (OCPS) Title I schools was based on its statement that just 33 of the 73 Title I elementary schools in Orange County have after school programs. However, OCPS confirmed that all Orange County Title I elementary schools have after-school programs, resulting in no verified funding gap for this issue.

B. SERVICE GAPS BETWEEN ORANGE COUNTY AND CSC COUNTIES

Dependency Involvement & Abuse & Neglect Reports

Based on the Florida Department of Children and Families (DCF) data, dependency placements rate (38 per 10,000) in Orange County is significantly below the State dependency placements rate (58 per 10,000). As of March 2018, there were 1,167 children in dependency placements in Orange County.¹

¹ Department of Children and Families (DCF) - Dependency Involvement & Abuse & Neglect Reports

A review of children receiving Out-of-Home Care in Orange County revealed that more than 1,100 children were receiving these services as of August 2018. Males accounted for 53% (598) and females 47% (521) of the children in Out-of-Home Care in Orange County. The racial composition of this population consisted of approximately 47% (520) White, 46% (516) Black, and 7% (83) Other. With regards to the placement type, almost half (544) of the children were placed with approved relatives, 20% (225) licensed foster care, 18% (199) approved non-relative, 9% (100) group care, 4% (45) other, and 1% (6) residential treatment center. Sixty-eight percent (766) of the children were 0 to 9 years old and 32% (353) were between the ages of 10 to 17 years old. One indicator of the level of family functioning and well-being is the number and rate of child removals for abuse and/or neglect. As of August 2018, there were more than 1,200 alleged child abuse or neglect victims, of which 54 were removed for more than 24 hours. The removal rate for Orange County on August 2018 was approximately 4.4 removals per 100 alleged victims. Of those removed, 51% (29) were male and 49% (25) were female children. Sixty-seven percent (36) of those removed were Black, 30% (16) White, and 4% (2) other race(s). The age range of the youth removed consisted of 83% (45) 0 – 9 years of age and 17% (9) were between the ages of 10 – 18.

Youth and Community Needs Assessment

A major shortcoming of the Children's Trust and the UCF reports was the lack of a community level focus as opposed to a county-wide focus. Hence, Forefront conducted an in-depth assessment of the service needs of Orange County youth from age of birth to 18 years. Forefront adopted the well-researched Communities That Care (CTC) prevention model as the framework for conducting the proposed community level assessment. The CTC model examines risk and protective factors that impact positive youth development across four (4) identified domains. These domains include Community, Family, Education and Individual. A major tenet of the CTC model is that all social, psychological, behavioral and spiritual activities of a youth occur within and across these interconnected domains.

The assessment revealed nine (9) zip codes consistently accounted for most of the youth experiencing high levels of poverty, juvenile arrests and detentions, dependency (foster care) involvement, verified findings of abuse and neglect, teen pregnancies and infant mortality.

Additionally, early childhood education and care, child and student homelessness and child mental and physical health were seen as areas significantly impacting children, families and neighborhoods in Orange County. For example:

- Seven (7) of fifty-three (53) residential zip codes have accounted for a yearly average of 5,352 (53%) juvenile arrests in Orange County over the past two (2) fiscal years (2016-2017 and 2017-2018).
- Of the \$5.1 million Orange County expended for its cost share of detention services during FY 2017-2018, approximately \$3.2 million were expended on youth residing in the nine (9) identified zip codes.
- In 2016 and 2017, there were a total of 1,400 teen pregnancies in Orange County. White females accounted for 62% (865) and Black females 38% (535). Almost half (669) of the teen pregnancies were identified as Hispanic. Ninety percent (1,340) were between 17 to 19 years old. Almost 80% (1,126) were to teens residing in 14 identified zip codes, to include all the previously identified high delinquency zip code areas.

The *2014 Current State of Homelessness in Central Florida Report* revealed that one in 17 children experience homelessness during the year. Similarly, Orange County Public Schools identified over 6,700 students as homeless during school year 2014-2015.

C. RECOMMENDATIONS FOR ADDITIONAL FUNDING

Forefront was tasked with providing feasible recommendations to the Orange County BCC regarding how additional funding could be utilized to address level of service gaps for children in order to assist the BCC with making informed decisions related to children's services. To this end, Forefront offers the following recommendations to the Orange County BCC based on its review of the array of Orange County Family Services Department (FSD) using the evidence-based CTC prevention model.

Based on Forefront's findings, nine (9) zip codes 32808, 32805, 32839, 32811, 32818, 32810, 32801, 32822, and 32703 accounted for most of the juvenile arrests and detention, dependency involvement, abuse and neglect reports, low 3rd grade FSA reading scores, low performing schools, teen pregnancies, and infant mortalities.

Forefront identified specific children's services program focus areas that additional funding could have the greatest impact on reducing gaps in county funded children services, as well as reducing the overall incident of these issues at the community and county levels. New funding should be strategic and targeted at a level commensurate to the identified critical community needs. Forefront recommends that the BCC allocate additional funding for children services in the following areas of critical community needs:

-
- | | |
|---|--|
| • Juvenile Prevention/Diversion | • Child/Student Homelessness |
| • Mental and Physical Health | • System-wide Process and Data Management Improvement |
| • Early Childhood Education/Care | |
-

RECOMMENDATIONS 1 – 9

Issue #1

<p><i>Enhance Evidence-Based Practice Service Delivery Framework</i></p>	<p>Forefront noted that Orange County through its FSD, used some Evidenced-Based Practices. Forefront supports the adoption of the well-researched Communities That Care (CTC) prevention model as the service delivery framework for FSD. The CTC model examines risk and protective factors that impact positive youth development across four (4) identified domains. These areas include the Community, Family, Education and Individual domains. A major tenet of the CTC model is the fact that all social, psychological, behavioral and spiritual activities of a youth occur within and across these interconnected domains. The CTC model is a community-based strategy, which operates from a public health perspective to identify and address community-specific priority risk and protective factors associated with youth involvement in deviant and criminal behaviors (Hawkins & Catalano 2005; Rhew, Hawkins, Murray, Fagan, Oesterle, Abbott, & Catalano 2016).</p>
<p>Recommendation</p>	<p>Forefront recommends the adoption and implementation of the CTC model as the service delivery framework for FSD and its division. FSD leadership, community advisory boards (CCC/CRP), and staff should be trained on the CTC model prior to training service vendors and community stakeholders. It is further recommended that FSD limit procurement of youth services until this training has been provided.</p>
<p>Implementation Roadmap</p>	<p>Train all applicable FSD divisions and staff on the CTC model in preparation for implementation across all existing and new funding allocation for children's programs and services in Orange County. Train all applicable internal governance boards, councils and panels including the Citizen's Commission for Children (CCC) and the Citizens Review Panel (CRP) on the CTC model prior to allocating funds for children's programs and services in Orange County. Upon completion of FSD training then train relevant stakeholders, advocates and local organizations on the CTC model prior to allocating funds.</p>

Issue #2

<p><i>Data Management Improvements</i></p>	<p>It has been Forefront's experience that government and non-profits typically struggle with multiple data reporting platforms. This tends to limit operational effectiveness, productivity, and positive client outcomes. Orange County has begun the process of implementing database improvements within some FSD divisions. Forefront believes there is an opportunity for improvement in this area based on its assessment.</p>
<p>Recommendation</p>	<p>Support the process to implement an integrated data collection, sharing and analysis platform across all FSD divisions.</p>

<p>Implementation Roadmap</p>	<p>Orange County should establish a data-sharing workgroup composed of representatives of each FSD Division and its Information Technology Department to develop a plan establishing an integrated data system and platforms. Priorities include implementation of common data & information-sharing platforms, and the development of any associated data sharing plans and agreements and the provision of appropriate analytical staff resources. The data team chairperson is to be selected by the FSD Director.</p>
--------------------------------------	---

Issue #3

<p><i>Community Input</i></p>	<p>Community input is key to the success of any program, particularly so, for social services focused community-based programs serving critical community need.</p> <p>The County can utilize its Community-based Outreach Centers (CBOC) and the Neighborhood Centers for Families (NCF) as sites to host community engagement meetings. This will be done in conjunction with the project's survey website to gather and analyze community stakeholder input concerning children's services needs in their neighborhoods.</p>
<p>Recommendation</p>	<p>Conduct series of focus groups, stakeholder interviews, community meetings and other means to solicit community input around youth service needs.</p>
<p>Implementation Roadmap</p>	<p>The County should develop a process and allocate appropriate resources to coordinate, facilitate and analyze input received from the community. The Community-Based Outreach Centers (CBOC) and Neighborhood Centers for Families (NCF) may serve as physical locations for these meetings where appropriate. When possible, these meetings should be held in centers located in or near zip codes 32808, 32805, 32839, 32811, 32818, 32810, 32801, 32822 and 32703. As previously noted, these zip codes account for the majority of issues surrounding children's services in Orange County. These issues include juvenile arrests and detention, dependency involvement, abuse and neglect reports, low 3rd grade FSA reading scores, teen pregnancies, and low graduation rates. The Citizens' Commission for Children (CCC) and Citizens Review Panel (CRP) should use the data and feedback gathered from the community to understand the community's needs and to determine funding allocation priorities.</p>

Issue #4

<p><i>Funding Formula Process</i></p>	<p>The Community Level analysis conducted by Forefront highlighted data revealing the concentration of nine (9) zip codes that accounted for the majority of juvenile arrests and detention, dependency involvement, abuse and neglect reports, low 3rd grade FSA reading scores, low performing schools, teen pregnancies, and infant mortalities. It is clear strategically targeted funding would give the County the greatest opportunity to impact these areas of critical need. Of the \$5.1 million Orange County expended for its cost share of detention services during</p>
---------------------------------------	---

	FY 2017-2018, approximately \$3.2 million were expended on youth residing in the nine (9) aforementioned zip codes.
Recommendation	Ensure all new Orange County children and family services funding is specifically targeted by zip codes relative to identified service gaps. Funding amounts and distribution should be proportionally allocated and data-driven.
Implementation Roadmap	<p>Forefront's community-level assessment revealed that nine (9) zip codes currently account for the majority of issues surrounding children's services in Orange County. These issues include juvenile arrests and detention, dependency involvement, abuse and neglect reports, low 3rd grade FSA reading scores, teen pregnancies, and low graduation rates. The County should develop an appropriate funding formula designed to ensure all new children and family services funding specifically target identified geographic areas by zip codes proportional to the identified service needs. The funding formula should ensure funding amounts and distribution are proportionally allocated and data-driven. Program services should address one or more of the following recommended focus areas.</p> <ul style="list-style-type: none"> • Juvenile Prevention/Divers • Early Childhood Education/Care • Mental and Physical Health • Child and Student Homelessness

Issue #5

<i>Enhanced Children Services Funding – (External)</i>	Enhanced Children Services Funding (External): It was found that zip codes 32808, 32805, 32839, 32811, 32818, 32810, 32801, 32822 and 32703 accounted for the majority of juvenile arrests and detention, dependency involvement, abuse and neglect reports, low 3rd grade Florida Standards Assessments (FSA) reading scores, low performing schools, teen pregnancies, infant mortalities and low graduation rates. This demonstrate a need for continued funding of services and strategies to address stated issues. The use of local community organizations allows the County to be flexible in using the unique skills, talents, partnerships and infrastructure of these organizations to meet the needs of the community in a fiscally responsible way. The use of local community organizations also allows the County to encourage these organizations to bring forward innovative and community-centered strategies to aid in addressing these areas of critical community need.
Recommendation	Forefront recommends that Orange County establish a funding process for targeted children's services community programs through the Orange County CCC and CRP boards. It is further recommended that new funding be supported by evidence-based practices delivered in and targeted towards reducing issues within identified zip codes.
Implementation Roadmap	The CCC and CRP should use the data from Youth Needs Assessment section of this report and community input when determining which geographical areas and issues to strategically target the new funding for children's services in Orange County. The CCC and CRP shall use the

	<p>aforementioned CTC and RBA models as a mandated requirement for children's services vendors. The CCC and CRP shall include the results of each funded project's mandated performance-based outcomes in its annual reports to the BCC.</p>
--	--

Issue #6

<p><i>Enhanced Children Services Funding – (Internal)</i></p>	<p>Enhanced Children Services Funding (Internal): Orange County's FSD has several programs and services that target the needs of children and families. New funding for children and youth services would result in an increased number of service providers and vendors. Hence, the need for a more robust system of administrative support including monitoring, oversight, quality assurance, performance management, fiscal and program compliance, onsite program reviews, and data management services will be required.</p>
<p>Recommendation</p>	<p>Forefront recommends Orange County use a portion of the new funding for administrative support relative to service procurement and development, monitoring, and quality and performance outcomes for the increased number of vendors receiving children and youth services funding.</p>
<p>Implementation Roadmap</p>	<p>Provide adequate funding for administrative support for the efficient processing and monitoring of the increased number of service providers and vendors receiving children and youth services funding. Administrative support shall include, but not limited to procurement, service development, monitoring, oversight, quality assurance, performance management, fiscal and program compliance, onsite program reviews, and data management services.</p>

Issue #7

<p><i>Strategic and Targeted Partnerships</i></p>	<p>Strategic and Targeted Partnerships: Orange County is both a funder and provider of children services. It is clear that County government is not, cannot, and should not be the sole entity addressing the needs of the county's families and children. There is an opportunity to leverage the resources of other key children's services funders and providers maximizing their impact through collaborative partnerships with other public and private entities, i.e., Orange County Public Schools, Sheriff's Office, United Way, Boys & Girls Club, Urban League, Dr. Phillips Foundation and other faith- and community-based entities.</p>
<p>Recommendation</p>	<p>Forefront recommends that Orange County pursue strategic and targeted partnerships with local and national youth and family services organizations. Such partnerships can be utilized to address areas of critical need for children and families throughout Orange County.</p>
<p>Implementation Roadmap</p>	<p>The County should encourage the development of strategic and targeted partnerships. This may include funding for traditional and non-traditional community partners. The County should also encourage partnership with entities that can provide additional financial and operational support. Program services proposals should offer innovative solutions to addressing one of the county's five program focus areas with</p>

	particular focus on projects targeting zip codes 32808, 32805, 32839, 32811, 32818, 32810, 32801, 32822 and 32703.
--	--

Issue #8

<i>Leveraging Community Resources</i>	Opportunities exist to utilize government investments and incentives such as tax breaks to attract businesses and other resources to improve the economic and overall well-being of designated geographic areas within a community which are characterized by having a demonstrated lack of employment opportunities, income below median, lack of affordable housing, deteriorating infrastructure, job training, education, etc.
Recommendation	Forefront recommends strong consideration for the creation of a program similar to the Community Empowerment Zone (CEZ) concept. The CEZ concept has both great potential and proven successful in other communities (i.e., Harlem Children Zone, and Promise Neighborhoods). If Orange County adopts the CEZ model, it is critical clearly defined boundaries be identified prior to implementation.
Implementation Roadmap	The County should explore the Harlem Children's Zone, Promise Neighborhoods, and other proven community-based programs and practices. This will provide a better understanding of successes and lessons learned by other like programs.

Issue #9

<i>Improvement of Existing Performance Management System</i>	<p>FSD uses a performance-based measurement system (PBMS) as a part of the County's budget process. Included in the County's budget document are selected programs, program descriptions, and associated services performance measures for these services. The selected PBMS information allows county leadership to monitor and determine if the purpose of a program is being achieved.</p> <p>The County's efforts toward using data-driven processes to evaluate its programs and services would be enhanced by adopting a performance measurement and management model that infuses the County and its workforce with a data-driven, disciplined way of thinking and a process that begins with determining what success in a service or program should be and using that to build the performance measures to gauge how well staff and programs are doing in working toward successful services/programs for the residents of Orange County. A performance measurement and management model changes the service performance measurement dynamic. It changes the norm from just counting how many people show up to a performance measurement dynamic that seek to answer three key questions:</p> <ol style="list-style-type: none"> 1. How much did we do? 2. How well did we do it? 3. Is anyone better off? <p>For example, if the desired result, as defined by the Orange County Family Services Department, is that Orange County youth, families, and communities have a safe and thriving environment for social, physical,</p>
--	--

	<p>and personal growth of youth. RBA requires defining the desired result and performance outcome measures at the front-end prior to the delivery of services.</p>
<p>Recommendation</p>	<p>Forefront recommends the adoption and implementation of the Results Based Accountability (RBA) performance measurement and management model as a foundational pillar within FSD. The RBA model centers on two main principles: population accountability and performance accountability. Population accountability addresses the wellness of an entire population using indicators or benchmarks to quantify achievement of the desired result. Narrowing the focus to the service delivery level, performance accountability measures how well a program, service, or agency is performing. Once the RBA principles and concepts are realized as a fundamental component of the service delivery process is completed internally (FSD), it is recommended that Orange County FSD's service providers receive RBA training and fully understand the performance outcome measures defined and required by FSD prior to the execution of contracts or the delivery of services.</p>
<p>Implementation Roadmap</p>	<p>Orange County FSD should obtain RBA training for its staff and service providers through the <i>Florida Historically Black Colleges and Universities Expanding the Bench Project</i> sponsored by the Annie E. Casey Foundation (AECF).</p>

Special Considerations for Procurement

Developing an Outcomes and Accountability-Based Approach and Plan to Implement \$20,000,000 in New Funding for Children's Services in Orange County, Florida

Orange County's considerations for making an additional \$20 million investment in Children's Services must include forward-thinking, best-practice-level approaches and activities pointed toward improvement of its children's services system, with service procurement being only one of the integral components. Considerations should include support of enhanced training and technical assistance to County staff, funding authorities and boards, and the communities-at large (including both traditional and non-traditional community-based providers).

The County's over-arching goals should always seek to ensure an appropriate system of care assuring the best outcomes for affected children and families while naturally supporting the reduction of total human services and criminal justice costs in the long term. To that end, key health and well-being indicators for youth (such as juvenile arrest and detention, dependency system involvement, and abuse and neglect reports) are consistently overrepresented across (9) zip codes out of the county's fifty-three (53) residential zip codes. Orange County should ensure the new funding is focused on those communities (zip codes) with the highest rate of risk indicators.

At minimum, the approach should include the tenets above and incorporate the following elements to implement a high performing system of care for children and families in Orange County with increased outcomes, monitored and supported inputs/outputs, and significantly reduced total costs over time:

1. **Procure Evidence-based Programming** in the following areas identified as having demonstrable service gaps in Oranges County's Children's Services continuum of care:
 - Juvenile Prevention/Diversion
 - Mental and Physical Health
 - Early Childhood Education and Care
 - Child and Student Homelessness
 - System-wide Process and Data Management Improvement
2. **Implement Evidence-based Approaches** which includes service delivery and performance management tools such as the CTC prevention and Results Based Accountability (RBA) models. Advancing strategies such as RBA will create the foundation for measurable performance-based outcomes. This approach should be used to ensure measurable changes in the well-being of children, families, communities, and organizations in Orange County. Ensure that all relevant parties (FDS, Governance Boards including CCC, CRP, children's services providers, and other interested stakeholders) are trained on the CTC Prevention and RBA models. The purpose of this training is to provide an evidence-based foundation for the delivery of youth services and measurable performance standards.
3. **Conduct Enhanced/Expanded Community Outreach and Engagement** in order to ensure that offered solutions are specific to community's needs by:
 - a. Consideration/Incorporation of opinions and suggestions provided by affected community residents, stakeholders and advocates.
 - b. Utilize Community-Based Outreach Centers (CBOCs) and Neighborhood Centers for Families (NCFs) as forums to host community meetings to discuss and gather feedback concerning children's programming and service needs.
 - c. Promote the use of the public facing website to obtain county-wide perspectives from residents, stakeholders and advocates concerning children's programming and services in neighborhoods and communities in Orange County.
 - d. Conduct seminars and education sessions through CBOCs and NCFs covering the evidence-based CTC model and the report's findings with a specific focus

on the residential zip code areas in Orange County with the highest rate of risk indicators.

- e. Publish Forefront's final report on the public facing website to promote transparency and to inform residents, stakeholders and advocates in Orange County about the report's general findings and recommendations.
4. **Enhanced/Expanded Procurement** to ensure offered solutions are specific to community's needs by:
- a. Ensuring Citizens' Commission for Children (CCC) and Citizens Review Panel (CRP) incorporate county-developed performance-based outcomes for use by vendors competing for the new funding.
 - b. Ensuring mandatory utilization of Evidence Based Practices.
 - Providing vendor training on results-based outcomes and evidence-based practices; and
 - Encouraging vendor partnerships with existing established community-based organizations that are located in the residential zip code areas with the highest risk indicators.