

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

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- 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

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# 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.<sup>1</sup>

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<sup>1</sup> 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:

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|--|--|
| <ul style="list-style-type: none"><li>• <b>Juvenile Prevention/Diversion</b></li><li>• <b>Mental and Physical Health</b></li><li>• <b>Early Childhood Education/Care</b></li></ul> | <ul style="list-style-type: none"><li>• <b>Child/Student Homelessness</b></li><li>• <b>System-wide Process and Data Management Improvement</b></li></ul> |
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**RECOMMENDATIONS 1 – 9****Issue #1**

<i>Enhance Evidence-Based Practice Service Delivery Framework</i>	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).
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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.

**Issue #2**

<i>Data Management Improvements</i>	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.
<b>Recommendation</b>	Support the process to implement an integrated data collection, sharing and analysis platform across all FSD divisions.

<b>Implementation Roadmap</b>	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.
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### Issue #3

<i>Community Input</i>	<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>
<b>Recommendation</b>	Conduct series of focus groups, stakeholder interviews, community meetings and other means to solicit community input around youth service needs.
<b>Implementation Roadmap</b>	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.

### Issue #4

<i>Funding Formula Process</i>	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
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	FY 2017-2018, approximately \$3.2 million were expended on youth residing in the nine (9) aforementioned zip codes.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	<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"> <li>• Juvenile Prevention/Divers</li> <li>• Mental and Physical Health</li> <li>• Early Childhood Education/Care</li> <li>• Child and Student Homelessness</li> </ul>

**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.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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

	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.
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#### Issue #6

<i>Enhanced Children Services Funding – (Internal)</i>	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.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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.

#### Issue #7

<i>Strategic and Targeted Partnerships</i>	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.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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



	particular focus on projects targeting zip codes 32808, 32805, 32839, 32811, 32818, 32810, 32801, 32822 and 32703.
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**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.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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 towards 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"> <li>1. How much did we do?</li> <li>2. How well did we do it?</li> <li>3. Is anyone better off?</li> </ol> <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>
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	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.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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).

## **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.

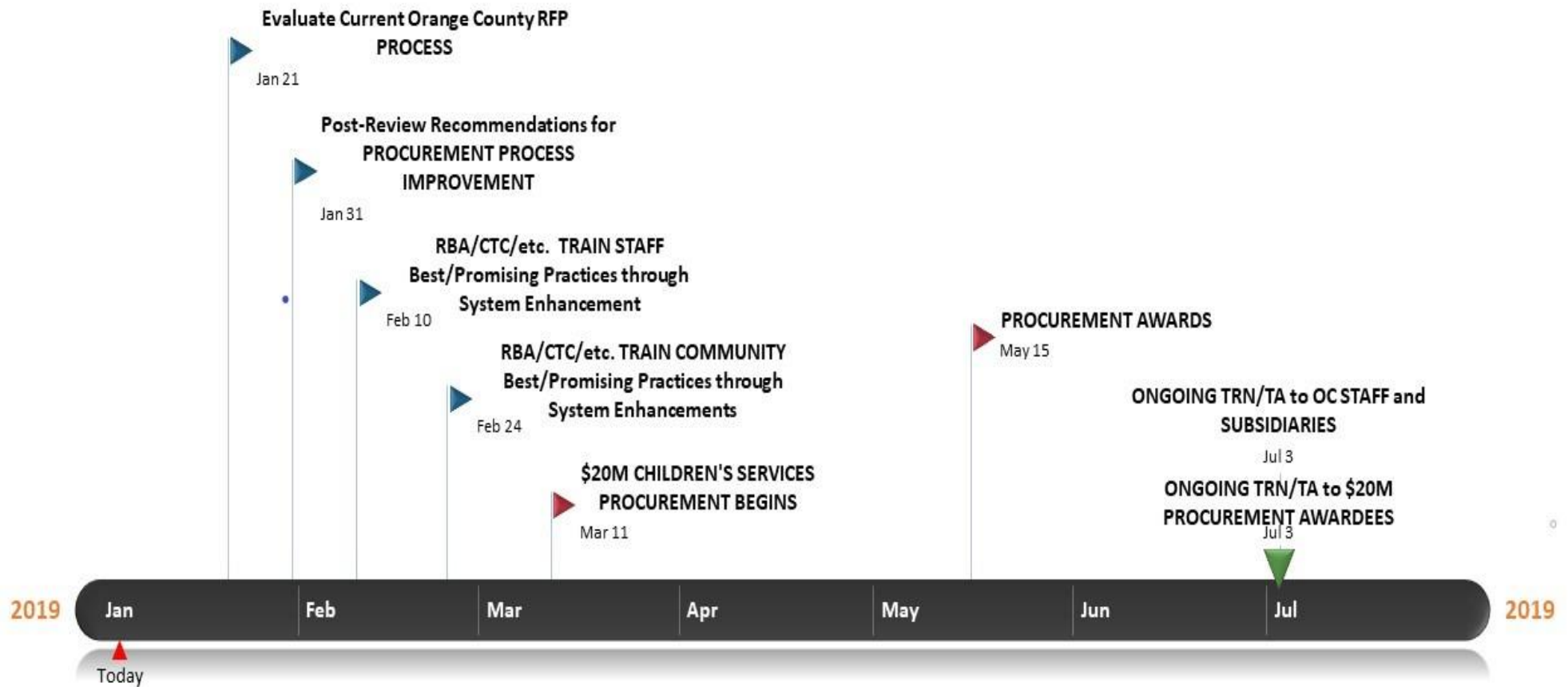
At minimum, the approach should include the tenets above and incorporate the following elements to implement a high performing system of care for children and families in Orange County with increased outcomes, monitored and supported inputs/outputs, and significantly reduced total costs over time:

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.

## Proposed Workplan Timeline For \$20M Children's Services Procurement



## Chapter 2

# INTRODUCTION

### **Purpose of The Study**

The Orange County Board of County Commissioners (BCC) has made a significant investment into improving the lives of youth and families in Central Florida for close to a century. The county's 2017-2018 budget includes \$38 million in general revenue, this investment includes not only dollars, but people, ideas and resources. Both the Children's Trust and UCF reports acknowledge the commitment of the Mayor and the BCC to support children's services.

The Orange County BCC, in early 2018, was presented with a proposal for the creation of an independent CSC accompanied by a dedicated tax increase of ½ mill in funding for the CSC's operations. This proposal was presented and advocated for by the Children's Trust of Orange County, a group of local business leaders, stakeholders and child advocates.

The Orange County BCC as part of its review and evaluation of the proposal for the creation of an independent CSC, engaged Forefront, an independent Florida-based consulting, research and advisory firm, to assist the county in conducting an objective overview of the OCG's level of services for its funded children's programs throughout the county, potential service gaps and a comparison between the county's children's programs and services with those provided by the Florida counties with established CSCs and recommendations for the Orange County BCC on how additional funding could be utilized to address levels of service gaps for children and/or what additional processes the county should pursue in order to make an informed decision.

### **Background**

The Children's Trust of Orange County is a non-profit organization focused on helping Orange County children living in poverty. The Children's Trust has advocated for the Orange County BCC to approve the creation of an independent CSC to coordinate existing children's programs, identify gaps, and provide dedicated funding for children's services. The funding for the proposed CSC would come from the money generated by the dedicated property tax of up to .50 mills. Governance of the

independent CSC would be an Independent Board of Directors, whose membership would be prescribed by state law.

As part of its efforts to identify unmet needs in services for Orange County's children, the Children's Trust of Orange County commissioned reports detailing the case for a Children's Trust in Orange County in 2016 and 2017. The Children's Trust of Orange County also commissioned the University of Central Florida to conduct a community needs assessment: *Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County 2018*. The commissioned reports' intent was to provide information or details around some of the gaps in children's services in Orange County that could be mitigated by the additional funding that would result from the establishment of an independent CSC and its statutorily provided funding of up to one-half of a mill of property tax.

The Children's Trust and UCF reports identified the following gaps in services or areas that would benefit from additional funding for children in Orange County as part of the Children's Trust justification for the creation of an independent CSC proposal:

- One in four children live below the poverty line (*The Children's Trust 2016 and 2017 Reports*);
- An estimated 7,000 students are homeless (*The Children's Trust 2016 and 2017 Reports*);
- An Early Learning Coalition subsidized child care wait list capacity gap of \$9,904,988 per year to move 2,738 children in low income families from the waiting list and into early child care (*The Children's Trust 2016 and 2017 Reports*);
- An Early Learning Coalition subsidized child care wait list capacity gap of an estimated \$17 million per year to move 3,400 children in low income families from the waiting list and into early child care (The University of Central Florida's *Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018*);
- A quality gap of \$6,760,000 to achieve the goal of all ELCOC child care sites achieving a minimum rating of three stars. (*The Children's Trust 2016 and 2017 Reports*);
- At least 40 elementary schools do not have an after-school program resulting in annual capacity gap of \$4,680,000 (*The Children's Trust 2016 and 2017 Reports*); and
- Mental health services funding for children in Orange County lag most counties in the state. (*The Children's Trust 2016 and 2017 Reports*).

The University of Central Florida's *Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018* described three primary tools Orange County can use to continue to develop and refine its continuum of services for the children of Orange County:



- Increased funding to established programs with proven effectiveness in the areas of: child care, early intervention, and youth mental health;
- Increased investment in the establishment of evidence-based prevention programs in the areas of: after school programming, job skills training, and health initiatives; and
- Provision of community-based programming aimed at crisis prevention without income restrictions.

## Project Scope

Identification of both the current status of specific children's services available to children 0 to 18 years old and potential gaps for consideration of new funding.

## Project Approach and Methodology

The approach and methodology used by Forefront during this project included the use of:

- **Interviews**
- **Surveys**
- **Onsite Visits**
- **Collection and review of data and documents related to Children's Services and Children's Services Councils**

## Data Collection Sources

• Eight (8) Independent CSCs	• The Children's Trust of Orange County,
• Two (2) Dependent CSCs	• The Children's Trust - <i>The Case for a Children's Trust in Orange County, Florida 2016 and 2017 Reports</i>
• Orange County Government	• Dr. Thomas Bryer, Univ of Central Florida (UCF)
• Orange County Public Schools	• University of Central Florida (UCF) - <i>Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018.</i>
• Orange County Early Learning Coalition (ELC)	• Collection and review of the statutes and rules governing program eligibility and wait list requirements.
• Florida Children's Council	• Central Florida Cares Health System – the DCF contracted mental health managing entity for Brevard, Orange, Osceola and Seminole counties
• CBC of Central Florida/DCF Regional Headquarters	• U.S. Census.

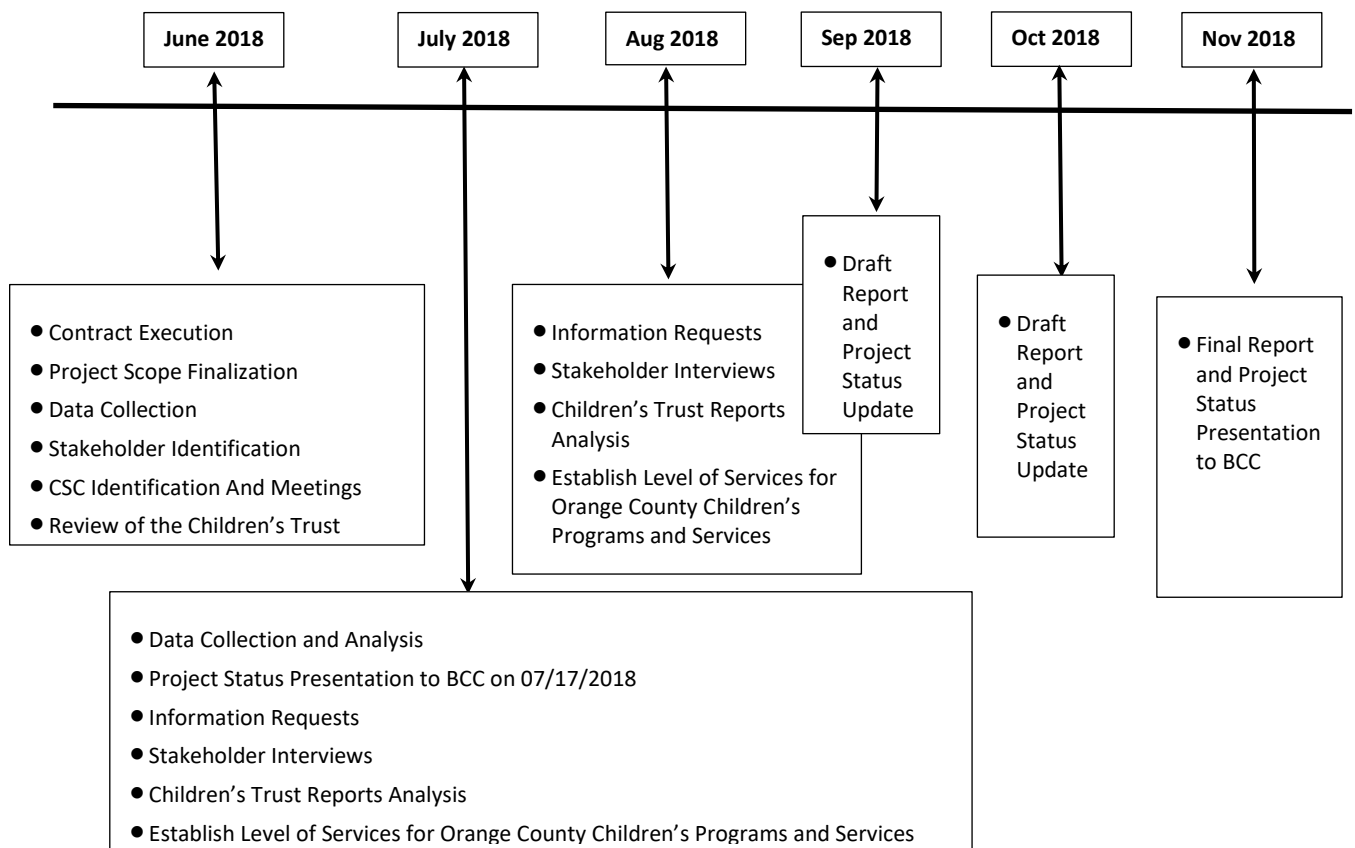
## Interviews

Forefront attempted to interview key Orange County community stakeholders and each CSC. Interviews were conducted face-to-face when possible. Other interviews were conducted through either telephone or video conference call, if a face-to face interview was not possible. A standard protocol was used to guide the interview process and collect additional comments.

## Surveys

Forefront worked with the Florida Children's Council, a statewide association representing counties that have established CSCs to coordinate information requests, develop a survey tool and to communicate directly with these councils during the course of this study. Further, Forefront developed online survey instruments to be utilized by Orange County in the future to obtain as many opinions on the need, quality and amount of child programs and services in Orange County.

## 2018 Project Timeline




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Final Report December 2018

## Chapter 3

# CHILDRENS SERVICES COUNCILS (CSCs) / ORANGE COUNTY COMPARISON



**Miami-Dade**



**Children's Services Council  
of Okeechobee County**

**KIDS HOPE  
ALLIANCE**



**Children's Board**  
HILLSBOROUGH COUNTY

[www.ChildrensBoard.org](http://www.ChildrensBoard.org)



**Manatee County Children's  
Services Advisory Board**



## **CHILDREN'S SERVICES COUNCILS IN FLORIDA**

### **INDEPENDENT**

- Children's Services Council of Broward County
- Hillsborough County Children's Board
- Children's Services Council of Martin County
- Children's Trust of Miami-Dade County
- Children's Services Council of Okeechobee County
- Children's Services Council of Palm Beach County
- Juvenile Welfare Board of Pinellas County
- Children's Services Council of St. Lucie County

### **DEPENDENT**

- Children's Services Council of Duval County
- Children's Services Council of Manatee County

## **Background**

As part of the Orange County BCC's review of the Children's Trust's independent CSC proposal, the BCC contracted with Forefront, an independent research and advisory consultant company, to assist them with their review and evaluation of the proposal.

As part of its engagement, Forefront was directed to provide the Orange County Mayor, Board of County Commissioners and leadership with a brief overview of Florida's CSCs, including their history, a description of existing CSCs and a comparison of Orange County children's services to comparable select CSCs.

## **Methodology and Data Sources**

Forefront's approach and methodology used in our brief overview of Florida's CSCs included:

- Interviews
- Surveys
- Collection and reviewing of each CSC's annual reports
- Reviewing the websites of each CSC

- Collection and reviewing of the Department of Financial Services (DFS) annual local government financial reports for each independent CSC
- Collection and reviewing of the statutes and rules governing Florida's CSCs
- Review of the Florida Children's Council website

#### **DATA COLLECTION SOURCES**

- Chapter 125.901, Florida Statutes,
- Orange County Government,
- Kids Count,
- Florida Department of Financial Services,
- Florida Children's Council,
- Children's Services Council of Broward County,
- Juvenile Welfare Board of Pinellas County,
- Children's Board of Hillsborough County,
- Children's Services Council of Okeechobee County,
- Kids Hope Alliance (KHA) (formerly Jacksonville Children's Commission),
- Manatee County Children's Services,
- Children's Services Council of Martin County,
- Children's Trust of Miami,
- Children's Services Council of Palm Beach County,
- Children's Services Council of St. Lucie,
- Children's Trust of Orange County,
- University of Central Florida (UCF).

#### **AVAILABILITY OF INFORMATION AND DATA**

Due to the limited timeframe for the completion of this project, with the notable exception of interviews/surveys, Forefront was able to gather primary information from governmental and non-profit sources without difficulty which provided a significant amount of data concerning CSCs, OCG related children's services, and other related governmental issues.

There were cases where Forefront needed more detailed or specific data around a specific area or topic where the data was not readily available. In those cases, Forefront submitted information/data request directly to the source. The response to our information/data request was overwhelmingly prompt and successful.

## **HISTORY OF CHILDREN'S SERVICES COUNCILS**

Services for children in Florida are funded and provided by a wide range of public, and private entities on the local, state and national level including local, state and federal governments; foundations, community organizations, businesses and other organizations. Children's Services Councils are a part of this mosaic in some Florida counties.

Children's Services Councils are independent special districts, created pursuant to the provisions of Florida law and local county ordinance to provide funding for children's services throughout the county.

In 1986, chapter 125.901.F.S. – Children's services - became law providing the legal operating authority for CSCs in Florida. This law covers the process and requirements county governing boards must use to:

- Create an independent or dependent special district within the boundaries of the county for the purpose of providing preventive, developmental, treatment, and rehabilitative services for children,
- CSC organizational structure, board composition and accountability requirements.

At this time, Florida is the only state in the nation with local government created CSCs. Under current Florida law, there are two kinds of CSCs:

- Dependent – Which does not have taxing authority, is a part of county government and its funding is determined by the Board of County Commissioners as part of the annual budget process,
- Independent – Which has voter-approved taxing authority to ensure a dedicated funding source is available for children's programs and services. Is independent of county government, has a separate non-elected governing body appointed according to state law.

Both types of CSCs are focused on funding programs for children and families. The biggest differences between the two types are:

- The independence of the CSC,

- Control over children's programs and services funding decisions,
- Governance Board structure,
- Whether there is a dedicated property tax funding source, and
- The source of funding.

The CSC law dictates the following governing board membership requirements for Independent CSCs:

The Board will consist of 10 members, including:

- Superintendent of schools;
- Local school board member;
- The district administrator from the appropriate district of the Department of Children and Families, or his or her designee who is a member of the Senior Management Service or of the Selected Exempt Service;
- One member of the county governing body; and
- The judge assigned to juvenile cases who shall sit as a voting member of the board, except that said judge shall not vote or participate in the setting of ad valorem taxes under this section.

Florida statute allows CSCs in Home-Rule counties such as Miami-Dade to have up to thirty-three (33) board members.

If there is more than one judge assigned to juvenile cases in a county, the chief judge shall designate one of said juvenile judges to serve on the board.

The remaining five members shall be appointed by the governor, and shall, to the extent possible, represent the demographic diversity of the population of the county.

After soliciting recommendations from the public, the county's governing body shall submit to the governor the names of at least three persons for each vacancy occurring among the five members appointed by the governor, and the governor shall appoint members to the council from the candidates nominated by the county's governing body.

The governor shall make a selection within a 45-day period or request a new list of candidates.

All members appointed by the governor shall have been residents of the county for the previous 24-month period. Such members shall be appointed for 4-year terms, except that the length of the terms of the initial appointees shall be adjusted to stagger the terms.

The governor may remove a member for cause or upon the written petition of the county's governing body.

If any of the members of the council required to be appointed by the governor under the provisions of this subsection shall resign, die, or be removed from office, the vacancy thereby created shall, as soon as practicable, be filled by appointment by the governor, using the same method as the original appointment, and such appointment to fill a vacancy shall be for the unexpired term of the person who resigns, dies, or is removed from office.

CSCs are required by Florida law to provide their County Commission with an annual written report, to be presented no later than January 1. The annual report must contain, but is not limited to, the following information:

- Information on the effectiveness of activities, services, and programs offered by the council, including cost-effectiveness.
- A detailed anticipated budget for continuation of activities, services, and programs offered by the council, and a list of all sources of requested funding, both public and private.
- Procedures used for early identification of at-risk children who need additional or continued services and methods for ensuring that the additional or continued services are received.
- A description of the degree to which the council's objectives and activities are consistent with the goals of this section.
- Detailed information on the various programs, services, and activities available to participants and the degree to which children have successfully used the programs, services, and activities.



- Information on programs, services, and activities that should be eliminated; programs, services, and activities that should be continued; and programs, services, and activities that should be added to the basic format of the children's services council.

Chapter 125.901 (11), F.S., provides that personal identifying information of a child or the parent or guardian of the child, held by a council on children's services, juvenile welfare board, or other similar entity created under this section or by special law, or held by a service provider or researcher under contract with such entity, is exempt from s. [119.07](#)(1) and s. 24(a), Art. I of the State Constitution.

Chapter 125.901 (8), F.S., places the following limitation on the use of tax funds collected "be used to support improvements in children's services and that such funds shall not be used as a substitute for existing resources or for resources that would otherwise be available for children's services."

Florida's counties and their residents may choose, if they determine it is in the community's best interest, to create an independent or dependent CSC following the procedures laid out in s. 125.901, F.S.

Currently, many Florida's counties (57 of 67) do not have a CSC and choose instead to fund children's services as part of the county's budget and government through the county's annual budget process.

Voters in counties with independent CSCs pay a portion of their property taxes to fund the CSC's operations and the programs. CSCs created of the provision of the current statute are limited in their taxation ability to not exceed .5 mills of assessed valuation of all properties within the county are subject to ad valorem county taxes.<sup>2</sup>

In the case of dependent CSCs, the corresponding county commissions establish funding focus and budgets as part of the county's normal budget process.

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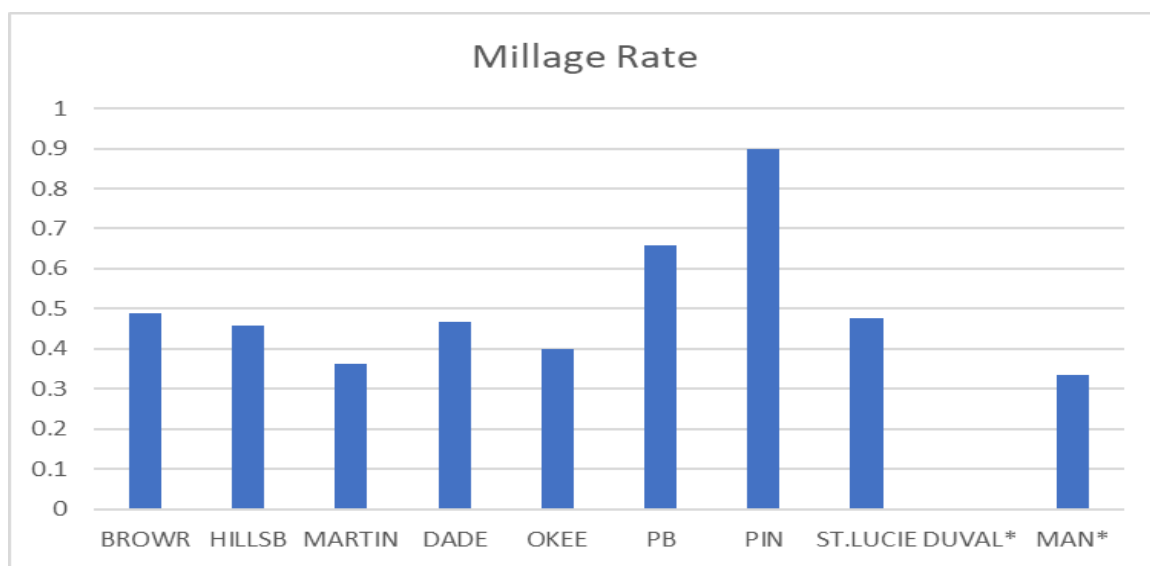
<sup>2</sup> 125.901, F.S. Children's services; independent special district; council; powers, duties, and functions; public records exemption.

The Manatee County Board of County Commissioners elected to dedicate a portion of tax revenues by ordinance upon the creation of its Children's Services Council.

The Palm Beach and Pinellas County CSCs millage rate exceed the .5 mill statutory cap because they were created prior to the law. The Palm Beach County CSC was created in 1986 and the Pinellas County CSC was created in 1945.

The following chart is a comparison of the FY 2017 – 2018, millage rate for all the CSCs, except for Kids Hope Alliance in Duval County, which does not have dedicated tax funding.

### FY 2017-2018 CSC MILLAGE RATE COMPARISONS



Data Source: CSC Survey Responses and Florida Department of Financial Services

\*Duval's CSC is a dependent CSC and does not have taxing authority

\*Manatee's CSC is a dependent CSC, however, its County Commission opted to dedicate a portion of tax revenues by ordinance upon the creation of the CSC.

Each CSC is a creation of its respective county commission and its policies, procedures and children's services funding focus is unique to and a reflection of the needs of the families and children of the county as determined by the CSC's board of directors. In the case of Independent CSCs, their Boards use a variety of data sources to determine the funding focus for the CSC which may include community needs assessments, surveys, stakeholder focus groups, trend analysis, outcome, and utilization history. In the case of Dependent CSCs, funding focus and budgets are determined by their respective county commissions. The

Manatee County Commission dedicated a portion of tax revenues by ordinance to its Dependent CSC.

### FY 2017-2018 CSC COMPARISONS

CSC	Year CSC Established	Independent or Dependent CSC	County Population	Child Population Under Age of 18	Child Population Under Age of 5	Initial Millage Rate	FY 17/18 Millage Rate	FY 17/18 Budget
The Children's Services Council of Broward County	2000	Independent	1,935,878	412,342	112,281	0.3055	0.4882	\$89,272,256
The Kids Hope Alliance (formerly Jacksonville Children's Commission)	1996	Dependent	937,934	211,973	63,780	N/A	N/A	\$29,974,568
The Children's Board of Hillsborough County	1988	Independent	1,408,566	321,153	88,740	0.4589	0.4589	\$39,895,689
The Children's Trust of Miami	2002	Independent	2,751,796	558,615	159,604	0.5000	0.4673	\$138,864,619
The Children's Services Council of Palm Beach County	1986	Independent	1,471,150	283,932	75,029	0.0923	1.0000	\$132,250,852
The Children's Services Council of Martin County	1988	Independent	159,923	26,387	6,544	0.1292	0.3618	\$11,645,412
The Children's Services Council of Okeechobee County	1990	Independent	41,605	8,820	2,455	0.3200	0.4000	\$700,000
The Juvenile Welfare Board of Pinellas County	1945	Independent	970,637	160,155	42,708	0.5000	0.8981	\$52,559,989
The Children's Services Council of St. Lucie	1991	Independent	313,506	63,015	16,302	0.0500	0.3333	\$13,956,014
The Manatee County Children's Services	2014	Dependent	385,571	71,716	18,507	0.1500	0.4765	\$9,041,725

Data Source: CSC Survey Responses and Florida Department of Financial Services

\*Population data source: US Census, July 1, 2017

\*Duval's CSC is a dependent CSC and does not have taxing authority

\*Manatee's CSC is a dependent CSC, however, its County Commission opted to dedicate a portion of tax revenues by ordinance upon the creation of the CSC.

The following key funding and focus area comparison charts illustrates diverse ways the CSCs choose to devote their funding to address their communities' children's services needs.

It is important to note, CSCs are one part of a community's mosaic of children's services funders which includes a wide range of public, and private entities on the local, state and national level including local, state and federal governments; foundations, community organizations, businesses and other organizations.

Due to their independent structure, CSCs outcome measures reflect the choices each CSC governing Board makes to address their county's areas of critical community need, which are

not the same for each county. With such a diverse and locally unique funding focus approach, it is not a surprise CSCs do not have outcomes that would lend to a point-to-point comparison of all funding focus areas between CSCs and other entities. However, the Florida Children's Services Council<sup>3</sup> has produced a collection of statewide impact data highlights and *Independent Children's Services Councils Highlighted Outcomes*. The Statewide Impact Data Highlights listed below show the overall county reduction percentage in an area of focus for the listed counties with CSCs. Due to their funding focus, the CSCs are listed with targeting strategies and other community funders.

COUNTY	Teen Pregnancy Percent Decrease From 2014 - 2017
Broward	-16%
Martin	-11%
Miami - Dade	-25%
Palm Beach	-33%
St. Lucie	-15%

**Area of Focus:** Prevention of Teen Pregnancy

**Data Set:** Teen Birth Rate Percentage (15 to 19 years old)

**CSCs with Targeted Strategies:** Broward, Palm Beach, Miami-Dade, and St. Lucie Counties

**Statewide Reduction:** 54%

**Data Source:** Florida Department of Health

COUNTY	Child Welfare Prevention Services Percent Decrease From 2005-2016
Broward	58%
Palm Beach	55%
Miami - Dade	58%
St. Lucie	66%

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<sup>3</sup> <http://flchildrenscouncil.org/wp-content/uploads/CSC-Outcomes-Overview-Final.pdf>

**Area of Focus:** Child Welfare Prevention Services

**Data Set:** Percentage of Children Entering Out-of-Home Care

**CSCs with Targeted Strategies:** Broward, Martin, Miami-Dade, Palm Beach and St. Lucie Counties

**Statewide Increase:** +. 53%

**Data Sources:** Florida Department of Children and Families

COUNTY	Prevention of Youth Arrests Percent Decrease From 2014 - 2017
Broward	-43%
Miami-Dade	-36%

**Area of Focus:** Prevention of Youth Arrests

**Data Set:** Percentage of Youth Arrests

**CSCs with Targeted Strategies:** Broward and Miami-Dade Counties

**Statewide Reduction:** 24%

**Data Source:** Florida Department of Juvenile Justice

The Independent CSCs highlighted outcomes listed below show the diverse key focus area outcomes of the selected CSCs.

## CSC DESCRIPTIONS AND SELECTED IMPACT DATA HIGHLIGHTS

<p><b>Broward County Children's Services Council</b></p> <p><b><u>Orig Mil Rate</u></b></p> <p>FY 2000 <b>0.3055</b> Current millage rate: FY 18-19 <b>0.4882</b></p> <p><b><u>FY 17/18 Budget:</u></b> <b>\$89,272,256</b></p>	<p>Community input is key to the success of any program but particularly key to social services community-based programs and services designed to address critical areas of community need.</p> <p>The County can utilize its Neighborhood Centers for Families (NCF) as sites to hold these meetings and in conjunction with the project's survey website to gather and analyze community stakeholder input concerning children's services needs in their neighborhoods to capture information that cannot be found in the data.</p>
<p><b>2016-2017 Impact Data Highlights</b></p>	<ul style="list-style-type: none"> <li> <p><b><i>Family Strengthening</i></b></p> <p>2,703 families participated in CSC funded Family Strengthening programs that provide parents and children evidence-based and best practice interventions to prevent out of home placement and involvement in the dependency system.</p> <p><i>Outcomes:</i> A total of 88% of families participated in all program requirements. 90% of families improved family functioning. A total of 97% of families had no verified abuse findings twelve (12) months post program completion</p> </li> <li> <p><b><i>Water Safety</i></b></p> <p>The CSC funded Swim Central to manage free water safety instruction and education classes for almost 24,000 children. In addition, the CSC funded swim vouchers for children six (6) months to four years to receive eight low or no cost water safety classes.</p> <p><i>Outcomes:</i> 100% of children who participated in the swim program have not drowned three (3) years after program completion. 80% of participants completing between three and six classes demonstrated an improvement of one or more levels on the revised Water Safety Skills Checklist. 85% of participants completing between seven and ten classes demonstrated an improvement of one or more levels on the Water Safety Skills Checklist.</p> </li> <li> <p><b><i>Youth Development</i></b></p> <p>In partnership with the Jim Moran Foundation, the CSC supported Healthy Youth Transitions, a program that provides life coaches and mental health therapy services to foster successful outcomes for youth in foster care, youth with juvenile justice involvement and Lesbian, Gay, Bisexual, Transgender, Queer or Questioning (LGBTQ) youth. Close to 800 youth participated in this program in FY 2016-2017.</p> <p><i>Outcomes:</i> A total of 97% of youth 15 to 19 years old had no new pregnancies or caused a pregnancy during the program. 95% of youth had no new law violations during the program. A total of 83% of youth demonstrated proficiency in employability and job retention skills and 82% of youth made progress in school, graduated or obtained a GED and/or maintained employment.</p> </li> </ul>

## CSC DETAILED DESCRIPTIONS (Cont.)

<p><b>Martin County Children's Services Council</b></p> <p><b><u>Orig Mil Rate</u></b>  FY 2000 <b>0.1292</b>  FY 18-19 <b>0.3618</b>  <b><u>FY 17/18 Budget:</u></b>    \$11,645,412</p>	<p>The Children's Services Council of Martin County has served residents since 1988. Its purpose is to plan, coordinate, fund and evaluate programs that serve children and families in Martin County, as well as address public policy issues relating to children. The mission of the CSC of Martin County is to enhance the lives of the children of Martin County and to enable them to attain their full potential.</p>
<p><b><i>2016-2017 Impact Data Highlights</i></b></p>	<ul style="list-style-type: none"> <li> <p>• <b>Family Strengthening</b></p> <p>2,703 families participated in CSC funded Family Strengthening programs that provide parents and children evidence-based and best practice interventions to prevent out of home placement and involvement in the dependency system.</p> <p><i>Outcomes:</i> A total of 88% of families participated in all program requirements. 90% of families improved family functioning. A total of 97% of families had no verified abuse findings twelve (12) months post program completion</p> </li> <li> <p>• <b>Special Needs Youth</b></p> <p>The CSC funded the Alternative Behavioral Environment (ABLE) Program through the ARC of Martin County providing a learning environment for children and adolescents with 48 children and adolescents with developmental disabilities in after school, out-of-school summer camp and respite settings.</p> <p><i>Outcomes:</i> Of the participants in the after school and summer programs, 96% showed development of communication skills, 100% increased socially appropriate behaviors and 86% decreased socially inappropriate behaviors.</p> </li> <li> <p>• <b>After School/Out of School:</b></p> <p>In collaboration with the City of Stuart, Tykes and Teens and Stuart Police, the CSC funds after school, community centered programs.</p> <p><i>Outcomes:</i> Of the 221 youth served, 96% showed improved performance in Reading and Language Arts. 83% had increased parent/guardian involvement and 89% of participants showed development of water safety skills.</p> </li> <li> <p>• <b>Water Safety</b></p> <p>The CSC provided funding to the Swimming Provides Learners with Aquatics Safety and Health (SPLASH) that provides free swimming instruction for economically disadvantaged children and youth (6 months to 17 years old) to teach water safety and swimming lessons.</p> <p><i>Outcomes</i> Of the youth that participated in 50% or more of the lessons, 100% successfully demonstrated a majority of the skills specific to entry-level swim lessons, 100% demonstrated an increase in knowledge about water safety education.</p> </li> </ul>

## CSC DETAILED DESCRIPTIONS (Cont.)

<p><b>Miami Dade County Children's Services Council</b></p> <p><b><u>Orig Mil Rate</u></b></p> <p>FY 2002 <b>0.500</b></p> <p>FY 18-19 <b>0.4673</b></p> <p><b><u>FY 17/18 Budget:</u></b></p> <p><b>\$138,864,619</b></p>	<p>Miami-Dade County voters in September 2002 approved an independent special district, a dedicated funding source for children entitled, The Children's Trust. Voters later reauthorized the Children's Trust in August 2008. Its mission is to partner with the community to improve the lives of all children and families in Miami-Dade County by making strategic investments in their futures. The Children's Trust of Miami-Dade aims to become the recognized leader in planning, advocating and funding quality services to improve the lives of children and their families.</p>
<p><i>2016-2017 Impact Data Highlights</i></p>	<ul style="list-style-type: none"> <li> <p><b>Early Discovery Program</b></p> <p>Provides assessment, care coordination and early intervention services to children birth to 5 years old who do not meet eligibility requirements for the Individuals with Disabilities Education Act, but nonetheless have mild developmental delays and can benefit from intervention. Services include short-term speech/language, occupational, behavioral and developmental intervention.</p> <p><i>Outcomes:</i> A total of 88% of Early Discovery participants enrolled in public schools did not need Special education services following their interventions, 79% showed improvement in overall development, 80% showed improvement in language skills, 90% showed improvement in gross and fine motor skills, and 86% showed improvement in social emotional skills.</p> </li> <li> <p><b>Early Intervention - Community Supports</b></p> <p>The Trust funds comprehensive programs designed to address challenges associated with concentrated poverty at the neighborhood level, such as low educational achievement and high rates of youth violence, at 80 sites across 23 geographic areas in Miami-Dade County. The Together for Children collaboration to address neighborhood-specific youth violence launched the iAttend Truancy Prevention Program with 168 home visits and 1,849 parent conferences.</p> <p><i>Outcomes:</i> Of families and children receiving care coordination services, 88% showed decreased parenting stress and 71% experienced reduced child problem behavior. A total of 85% of the 3,923 participants enrolled in these programs live in high-poverty neighborhoods.</p> </li> <li> <p><b>Health:</b> The Trust partnered with the Miami-Dade County Health Department and Miami-Dade County Public Schools to provide nursing and social work services, as well as oral health training, vision screening and a comprehensive school health services reporting system. A total of 94,293 children were served through this program at 145 public school sites across Miami-Dade County.</p> <p><i>Outcomes:</i> A total of 175 school health staff provided assessments, screenings, education and fluoride varnishes resulting in 7,340 children being screened. A total of 36,304 children were screened, 6,545 financially disadvantaged children received comprehensive eye exams, and 4,607 received eyeglasses.</p> </li> </ul>

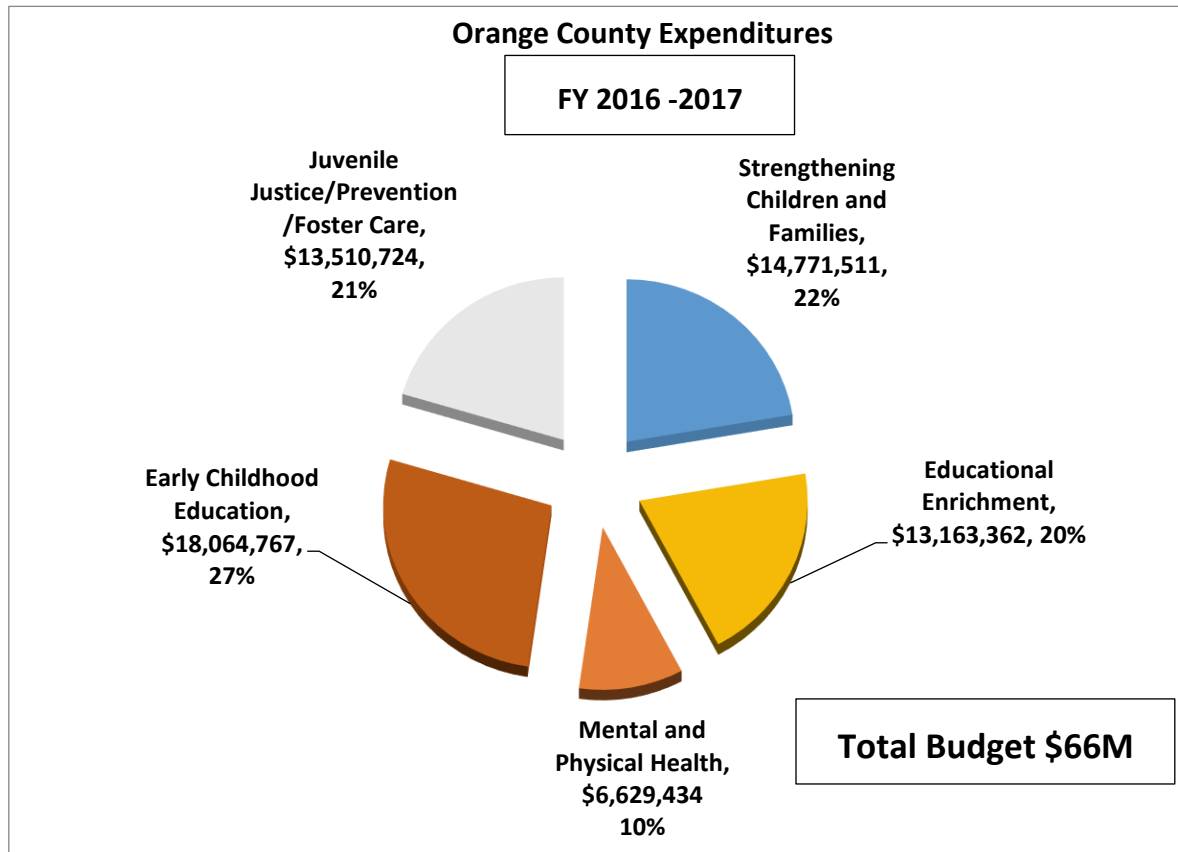


## CSC DETAILED DESCRIPTIONS (Cont.)

<p><b>Palm Beach County Children's Services Council</b></p> <p>FY 1986 <b>0.0923</b></p> <p>FY 18-19 <b>1.0000</b></p> <p><b><u>FY 17/18 Budget:</u></b></p> <p><b>\$132,250,852</b></p>	<p>The Children's Services Council of Palm Beach County is an independent district established by Palm Beach County voters in 1986. Its mission is to enhance the lives of children and their families and enable them to attain their full potential by providing a unified context within which children's needs can be identified and resolved by all members of the community. The CSC of Palm Beach County plans, develops, funds, and evaluates programs and promotes public policies that benefit Palm Beach County's children and families.</p>
<p><i>2016-2017 Impact Data Highlights</i></p>	<ul style="list-style-type: none"> <li> <p><b><u>Family Strengthening:</u></b> The CSC funds an early childhood system of care with a multitude of programs and services aimed at improving parenting skills and encouraging safe and nurturing relationships that prevent child abuse.</p> <p><i>Outcomes:</i> Nearly 98% of children, whose families participated in CSC-funded programs, were safe from abuse and neglect a year after completing services.</p> </li> <li> <p><b><u>Safety:</u></b> The CSC funds Safe Kids Palm Beach County, a community-based program that offers safety education and materials to families to decrease preventable injuries. Safe Kids trains and certifies new National Child Passenger Safety Technicians. Certification training can take up to four (4) days. Safe Kids also organizes community activities and events.</p> <p><i>Outcomes:</i> A total of 560 free or low-cost child seats were distributed to families and an additional 1,437 child car seats were checked to see if the car seats were installed properly. Safe Kids trained 51 new National Child Passenger Safety Technicians and recertified 145 technicians. Safety events organized included Walk Your Child to School Day with 59 April 9, 2018 elementary schools as well as Safe Kids Day where up to 500 children received free bicycle helmets.</p> </li> <li> <p><b><u>Out of School Time:</u></b> CSC provides \$6 million to improve the quality of after school and summer learning opportunities. Over \$14 million in CSC scholarships was provided to 12,652 for after school and summer camp programs.</p> <p><i>Outcomes:</i> An independent evaluation showed that youth who attended higher quality programs had fewer absences, were significantly less likely to be retained, and had fewer behavioral incidences than youth attending lower quality programs.</p> </li> </ul>

## Orange County Children's Services compared to selected CSCs

Orange County Government provides funding for a wide range of children's services based on the determination of the Mayor and County Commission. The health and well-being of the community's children is an area of critical need and concern. In FY 2016-2017, Orange County spent \$66 million on children's services in the following focus areas.



Orange County Government, through its FSD, provides services that preserve and enhance the quality of life in the community by protecting and promoting the stability of families and welfare of citizens through the effective planning, implementation and management of human services, and by providing cultural and historical opportunities. Focusing on children and family services, community partnerships, education and culture, and seniors, this multidisciplinary, diverse department serves to meet the challenges of life present in a rapidly changing metropolitan area.

The County, in addition to direct funding and support of children's services, provides funding to local community entities, engages in strategic partnerships with local, state, national

organizations to bring to bear a broad array of resources to address this critical area of community need.

The FSD consists of 10 divisions:

- Citizen's Commission for Children
- Citizens Resource and Outreach
- Community Action
- Consumer Fraud
- Cooperative Extension
- Fiscal and Operational Support
- Head Start
- Neighborhood Preservation and Revitalization
- Regional History Center
- Youth and Family Services

The FSD uses a variety of methods to determine the need for services including surveys, outreach through its Neighborhood Centers for Families (NCF), community assessments, public input during County Commission Board meetings and stakeholder input. The FSD uses a PBMS to help it determine the success of its division's key performance measures.

Family Services Division Key Performance Measures				
Key Performance Measures	Notes	Actual	Target	Target
<b><i>Citizens' Commission for Children</i></b>				
- Number of NCF Clients Served		25,108	16,000	16,000
- % of Clients on Track to Meet Program Guidelines		95%	94%	94%
- Cost Per Client Contact Hour		\$ 58.09	\$ 54.00	\$ 54.00
<b><i>Community Action</i></b>				
- Number of Clients Served		9,324	11,000	11,000
- Number of Community Center Visits		364,381	475,000	475,000
- % of Satisfied Clients		98%	95%	95%
<b><i>Consumer Fraud</i></b>				
- Number of Cases Investigated		1,144	1,000	1,000
- Number of Customer Contacts		7,644	7,000	7,000
<b><i>Cooperative Extension Services</i></b>				
- Total Number of Participants in All Educational Programs		247,695	250,000	250,000
- Gain in Knowledge of Sample Participants		93%	90%	90%
<i>Results are based on surveys and scores from pre and post tests.</i>				
- Number of Clients Provided Environmental Education		98,543	120,000	120,000
<b><i>Head Start</i></b>				
- Average Daily Attendance (% of Enrollees)		91%	90%	90%
- % of Program Areas Meeting or Exceeding Critical Outcomes		97%	100%	100%
- Cost Per Child		\$ 8,972	\$ 9,780	\$ 9,780
<b><i>Regional History Center</i></b>				
- Number of Visitors		80,066	85,000	80,000
- % Satisfaction from Visitors' Surveys		93%	91%	91%
- Operating Cost Per Visitor		\$ 22.96	\$ 28.50	\$ 28.50
<b><i>Neighborhood Preservation &amp; Revitalization</i></b>				
- Grant Funds Awarded		\$ 233,349	\$ 360,000	\$ 250,000
- Number of Grants Awarded		53	80	80
- Number of Community Meetings Attended		374	300	300
- Number of Citizen Volunteer Hours		835	2,000	2,000
- Number of Off-Duty Deputy Hours		4,347	4,680	4,680
<b><i>Youth and Family Services</i></b>				
- Number of Clients Served		8,104	5,000	5,000
- % of Service Measures Meeting or Exceed. Critical Outcomes		99%	90%	90%

To allow for a more realistic comparison, the following CSCs were selected due to there being from Counties whose demographic make-up is similar to Orange County.

#### Comparison CSCs

- Broward
- Duval
- Hillsborough
- Miami-Dade
- Palm Beach

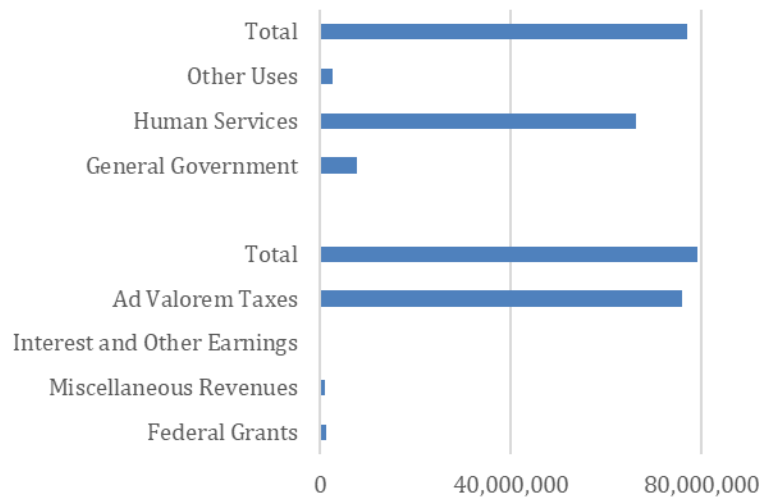
#### Kids Count Demographics

Population Under 18 Years of Age				Projections child population		
Location	Data Type	2016	2013 Data: used for computing race & child death %	2025	Increase from 2016	% growth
Broward	Number	395,726	391,941	425,124	29,398	7%
	Percent	21.30%				
Duval	Number	211,790	205,059	235,843	24,053	11%
	Percent	22.90%				
Miami-Dade	Number	561,846	556,250	606,962	45,116	8%
	Percent	20.80%				
Hillsborough	Number	316,621	303,369	373,804	57,183	18%
	Percent	23.40%				
Orange	Number	296,548	284,691	356,761	60,213	20%
	Percent	23.20%				

#### Kids Count Demographics

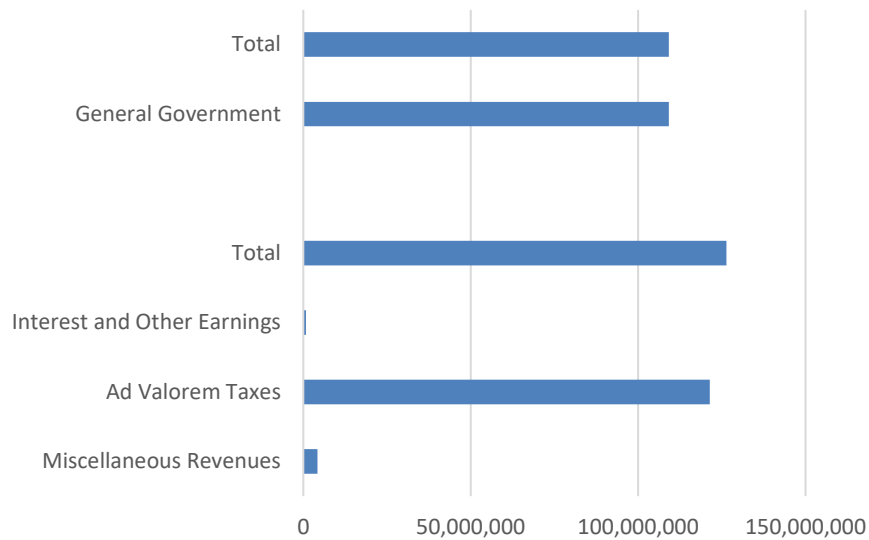
Population Under 18 Years of Age by Race and Ethnicity				
Location	Race	Data Type	2013	2013 % by Race
Broward	White	Number	228,146	58%
	Black	Number	145,385	37%
Duval	White	Number	112,061	55%
	Black	Number	81,673	40%
Miami-Dade	White	Number	414,974	75%
	Black	Number	130,273	23%
Orange	White	Number	186,393	65%
	Black	Number	79,828	28%
Hillsborough	White	Number	219,986	73%
	Black	Number	68,528	23%

### 2017 Children's Services Council of Broward County



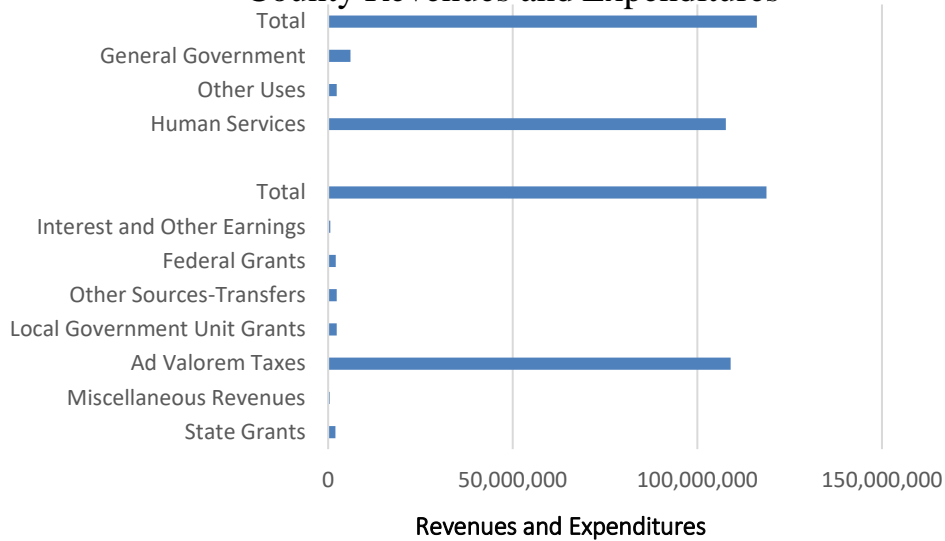
Revenues and Expenditures

### 2017 The Children's Trust - Miami-Dade



Revenues and Expenditures

## Children's Services Council of Palm Beach County Revenues and Expenditures



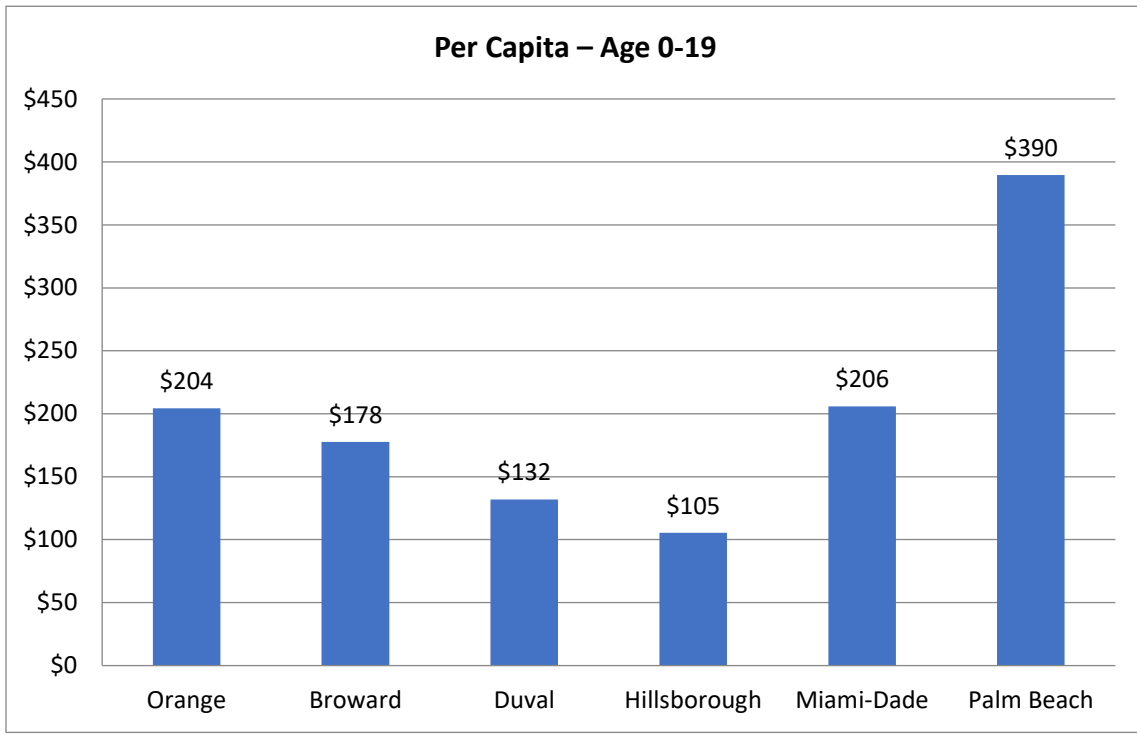
## Funding Focus Areas Orange County and Comparable CSCs

Comparative Domains	Orange	Broward	Duval	Hillsborough	Miami-Dade	Palm Beach
Strengthening Children and Families	22%	*40%	57%	30%	22%	27%
Educational Enrichment Services	20%	NA	6%	NA	NA	NA
Mental and Physical Health	10%	9%	NA	20%	13%	8%
Early Childhood Education	27%	12%	14%	37%	55%	38%
Juvenile Justice/Prevention/Foster Care	20%	18%	3%	NA	NA	NA

Data Source: Children's Services Councils Survey Results and Orange County Government

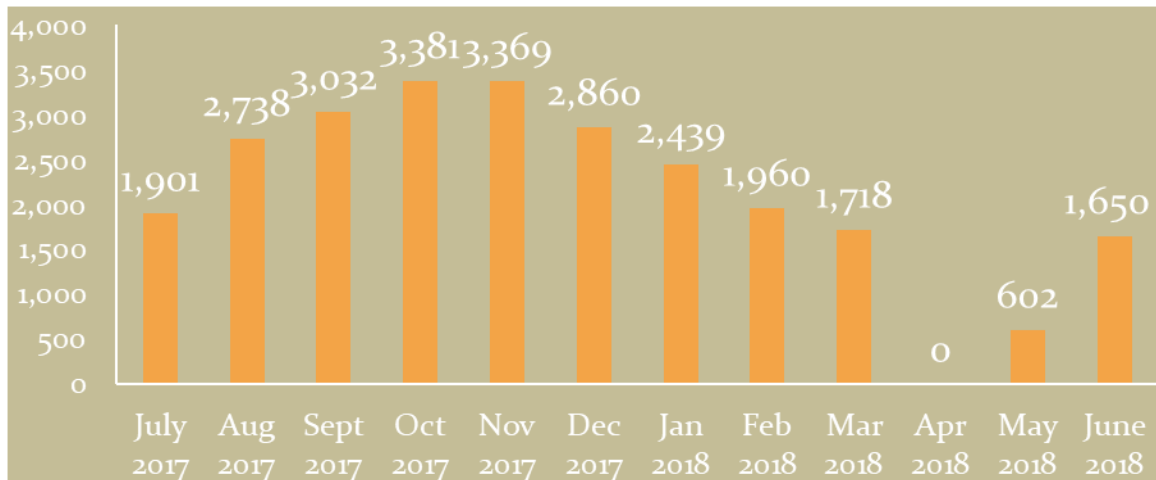
\*Some CSC reported focus areas were combined to allow for a better comparison with Orange County's five (5) major focus areas.

### Orange County and CSCs – Per Capita Expenditures

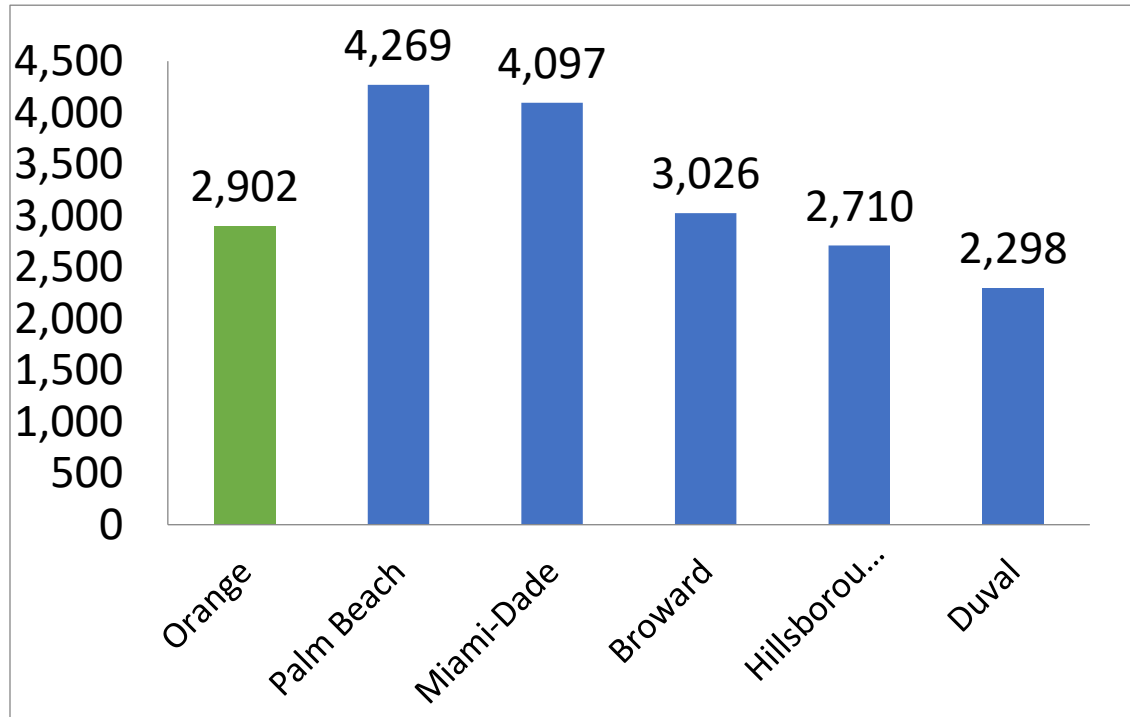


Data Source: Budget of Children's Services Councils/U.S. Census 2016 American Community Survey 5-Year Estimates

### ELC of Orange County School Readiness Wait List July 2017 to June 2018

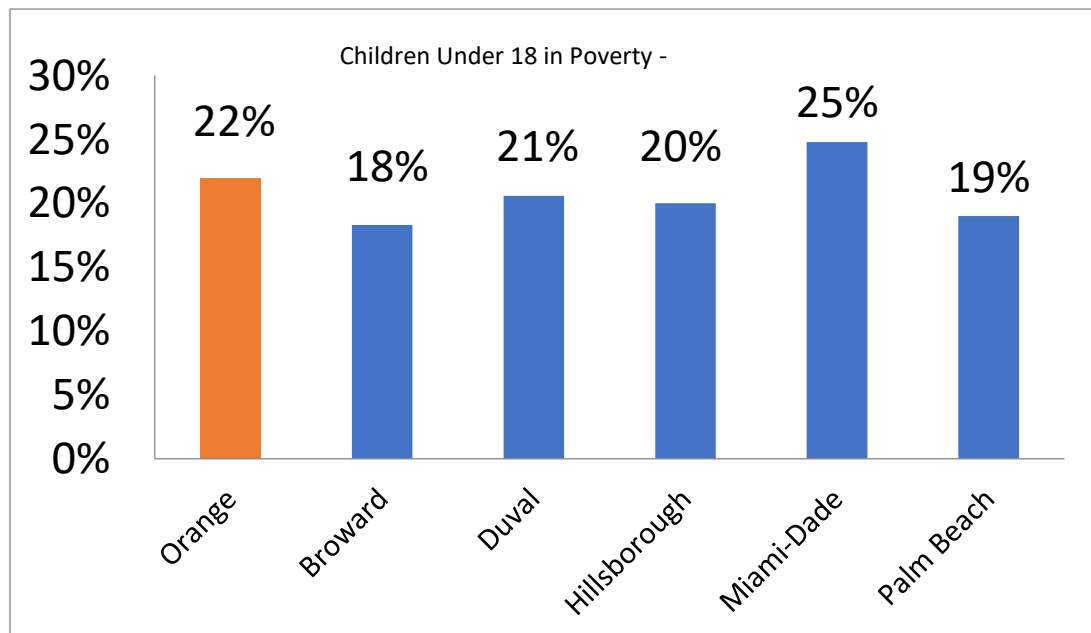


### School Readiness Wait List – August 2018



Data Source: State of Florida –Office of Early Learning

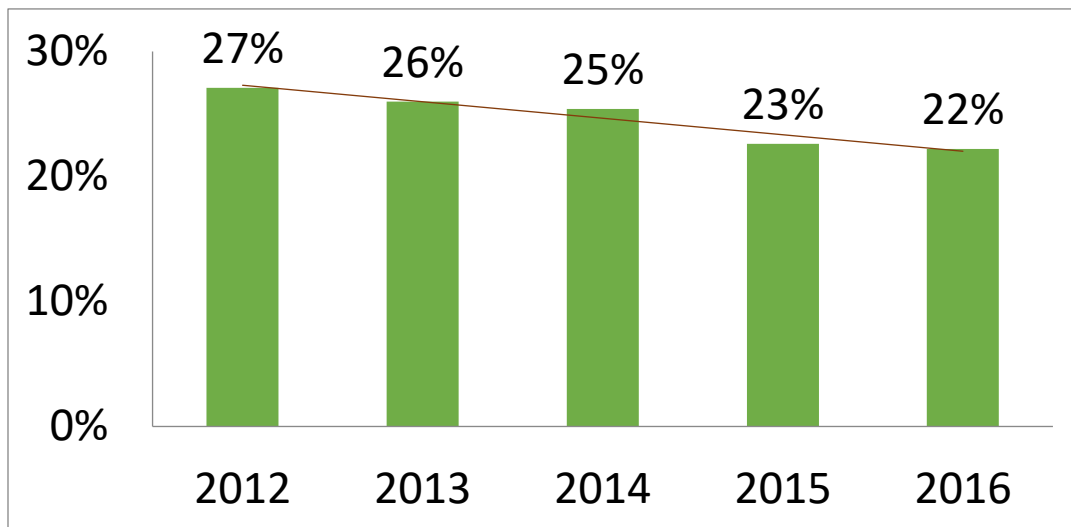
### Poverty Rate County Comparison



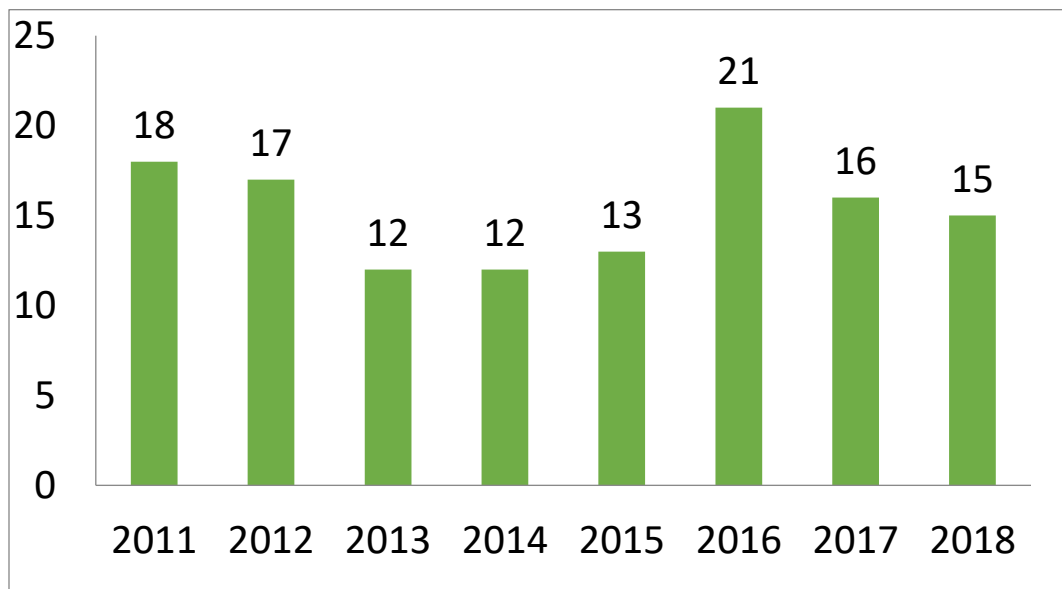
Data Source: State of Florida –Office of Early Learning



### Orange County – Poverty Improvements



### Orange County – Health Rankings Improvements



*Data Source: County Health Rankings*

## Focus Area Changes

Each CSC uses different processes, timeframes and inputs to determine any changes in their funding focus areas. The following are some of the processes, timeframes and inputs gleaned from individual CSC survey responses, CSCs websites and CSCs annual reports.

<b>Broward County Children's Services Council</b>	Focus area changes are based on their core mission, program performance, community input, funding utilization, integration with other funders and results based accountability.
<b>Children's Services Council of Okeechobee County</b>	Focus area changes are based on a bi-annual needs assessment conducted by the health department.
<b>Children's Board of Hillsborough County</b>	Focus area changes are based on local, state, and national data for children's issues and best practices.
<b>Children's Services Council of Palm Beach County</b>	Focus area changes are based on Needs Assessment Updated as Needed, Robust Formal Review Process, Strategy Review and Allocation Analysis (SRAA), and the Science of Implementation Framework (SOI).
<b>Children's Trust of Miami</b>	Focus area changes are based on Periodic Community Surveys and Needs Assessments and the Annual Board Budget/Strategic Planning Process.
<b>Kids Hope Alliance (formerly Jacksonville Children's Commission)</b>	Focus area changes are based on the KHA Board and City Council Approval.
<b>Manatee County Children's Services</b>	Focus area changes are based on community feedback.

### CSC Needs Assessment Update Timeframe

CSC	Timeframe
<b>Children's Services Council of Broward County</b>	Annual
<b>Children's Board of Hillsborough County</b>	Last Updated 2012
<b>Children's Services Council of Okeechobee County</b>	Bi-Annual
<b>Children's Services Council of Palm Beach County</b>	As needed
<b>Children's Trust of Miami</b>	Annual
<b>Kids Hope Alliance</b> (formerly Jacksonville Children's Commission)	None to Date
<b>Manatee County Children's Services</b>	Every 18 months
<b>Children's Services Council of Martin County</b>	Every 10 Years
<b>Juvenile Welfare Board of Pinellas County (JWB)</b>	Annual
<b>Children's Services Council of St. Lucie County</b>	Updated Every 5 Years in conjunction w/ local United Way

Data Source: CSC Survey Responses

### CSC Provider Procurement Process and Cycle

CSC	Process	Funding Cycle
<b>Children's Services Council of Broward County</b>	Competitive	3- 5 Years
<b>Children's Board of Hillsborough County</b>	Competitive	4,5,6 Year Grants
<b>Children's Services Council of Okeechobee County</b>	Competitive	1 Year
<b>Children's Services Council of Palm Beach County</b>	Competitive	1 Year
<b>Children's Trust of Miami</b>	Competitive with Exemptions for Priority Needs	1, 2, 3, 5 Yr. Grant Cycles
<b>Kids Hope Alliance</b> (formerly Jacksonville Children's Commission)	Competitive	1 Year, with up To 2 Renewals
<b>Manatee County Children's Services</b>	Competitive	1 Year
<b>Children's Services Council of Martin County</b>	Competitive	1,3,5 Year Grants
<b>Juvenile Welfare Board of Pinellas County (JWB)</b>	Competitive	1 Year
<b>Children's Services Council of St. Lucie County</b>	Competitive	1 Year

Data Source: CSC Survey Responses

## Chapter 4

# REVIEW OF CHILDREN'S TRUST and UCF REPORTS

### Background

As part of the Orange County BCC review of the Children's Trust's independent CSC proposal, the BCC contracted with Forefront, an independent research and advisory consultant company, to assist them with their review and evaluation of the proposal.

As part of its engagement, Forefront was directed to conduct a review and analysis of the Children's Trust - The Case for a Children's Trust in Orange County, Florida 2016 and 2017 Reports and the University of Central Florida (UCF) - Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018.

The Children's Trust of Orange County is a non-profit organization focused on helping Orange County children living in poverty. The Children's Trust has advocated for the Orange County BCC to approve the creation of an independent CSC to coordinate existing children's programs, identify gaps, and provide dedicated funding for children's services. The funding for the proposed CSC would come from the money generated by the dedicated property tax of up to .50 mills. Governance of the independent CSC would be an independent board of directors, whose membership would be prescribed by state law.

As part of its efforts to identify unmet needs in services for Orange Counties children, the Children's Trust of Orange County commissioned reports detailing the case for a Children's Trust in Orlando, Florida in 2016 and 2017. The Children's Trust of Orange County also commissioned the University of Central Florida to conduct a community needs assessment: Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County 2018. The commissioned reports intent was to provide information or details around some of the gaps in children's services in Orange County that could be mitigated by the additional funding that would result from the establishment of an independent CSC and its statutorily provided funding of up to .5 mills property tax.

The Children's Trust and UCF reports identified the following gaps in services or areas that would benefit from additional funding for children in Orange County as part of the Children's Trust justification for the creation of an independent CSC:

- One in four children live below the poverty line (The Children's Trust 2016 and 2017);
- An estimated 7,000 students are homeless (The Children's Trust 2016 and 2017);
- An Early Learning Coalition subsidized child care wait list capacity gap of \$9,904,988 per year to move 2,738 children in low income families off of the waiting list and into early child care (The Children's Trust 2016 and 2017);
- An Early Learning Coalition subsidized child care wait list capacity gap of an estimated \$17 million per year to move 3,400 children in low income families off of the waiting list and into early child care (The University of Central Florida's Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018);
- A quality gap of \$6,760,000 to achieve the goal of all ELCOC child care sites achieving a minimum rating of three stars. (The Children's Trust 2016 and 2017);
- At least 40 elementary schools do not have an after-school program resulting in annual capacity gap of \$4,680,000 (The Children's Trust 2016 and 2017); and
- Mental health services funding for children in Orange County lag most counties in the state. (The Children's Trust 2016 and 2017).

The University of Central Florida's Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018 described three primary tools Orange County can use to continue to develop and refine its continuum of services for the children of Orange County.

- Increased funding to established programs with proven effectiveness in the areas of: child care, early intervention, and youth mental health;
- Increased investment in the establishment of evidence-based prevention programs in the areas of: after school programming, job skills training, and health initiatives; and

- Provision of community-based programming aimed at crisis prevention without income restrictions.

## **Methodology and Data Sources**

Forefront's approach and methodology used in our review and analysis of the Children's Trust - *The Case for a Children's Trust in Orange County, Florida 2016 and 2017 Reports* and the University of Central Florida (UCF) - *Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018* included:

### **METHODOLOGY**

- Interviews
- Collection and review of the Children's Trust - *The Case for a Children's Trust in Orange County, Florida 2016 and 2017 Reports* and the University of Central Florida (UCF) - *Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018*
- Collection and review of data associated with the Children's Trust and UCF reports identified gaps in Orange County's children's services
- Collection and review of the statutes and rules governing program eligibility and wait list requirements
- U.S. Census Data for Orange County Florida

### **DATA SOURCES**

- Orange County Government
- Orange County Public Schools
- CBC of Central Florida/DCF Regional Headquarters
- Orange County Early Learning Coalition (ELC)
- Central Florida Cares Health System – the DCF contracted mental health managing entity for Brevard, Orange, Osceola and Seminole counties
- Children's Trust of Orange County

- University of Central Florida (UCF)
- U.S. Census
- Interviews with the Children's Trust leadership and
- Discussion on approach, methodology, and conclusions of UCF study w/ Dr. Bryer

## **Methodology and Approach**

The Children's Trust 2016 and 2017 Reports – Both the 2016 and 2017 reports are very similar, indeed if the reports were laid side by side one would quickly notice the reports are almost identical. As a result, the methodology used to determine gaps in Orange County children's services is identical and contained very similar and duplicative information.

The reports used data gathered from a range of state, local and national level sources including:

- Orange County Government,
- The Mayor's Youth Mental Health Commission,
- Annie E. Casey Foundation,
- Early Learning Coalition of Orange County,
- Orange County Public Schools,
- University of Central Florida, Institute for Social and Behavioral Sciences,
- Central Florida Commission on Homelessness,
- Journal of Aggression and Violent Behavior,
- Florida Center for Child Welfare, University of South Florida,
- Rutgers University-Newark, School of Public Affairs and Administration,
- United Way of Florida. “**ALICE** Asset-Limited, Income-Constrained, Employed: Florida Study of Financial Hardship. Fall 2014.

The reports used a macro approach to identify gaps in Orange County's children's services. This approach did not identify the need or gaps at the community or neighborhood level. A macro approach only provides a sense or indication of the area of need, but it does not provide



data at the neighborhood zip code or census tract which is necessary for community leaders to strategically identify where to best allocate the county's limited fiscal resources. An example of this in action is the issue of Orange County's juvenile arrest. A macro approach would identify the amount of juvenile arrests at the county level but would not identify what parts of the county the arrests are occurring in. This has the effect of depriving community leaders of information necessary to take targeted action and may prevent them from seeing data that would reveal pockets need in areas where the overall population numbers are too small for the incident numbers to show up at the county level.

The UCF report was inconsistent with the 2016 and 2017 Children's Trust Reports in terms of how it determined a gap in the Early Learning Coalition of Orange County's subsidized child care wait list. The UCF report and the Children's Trust reports used different wait list months, years and cost data to calculate their estimated service cost gaps, resulting in the Children's Trust reports identifying a gap of \$9 million while the UCF report identified a gap almost double in size of \$17 million.

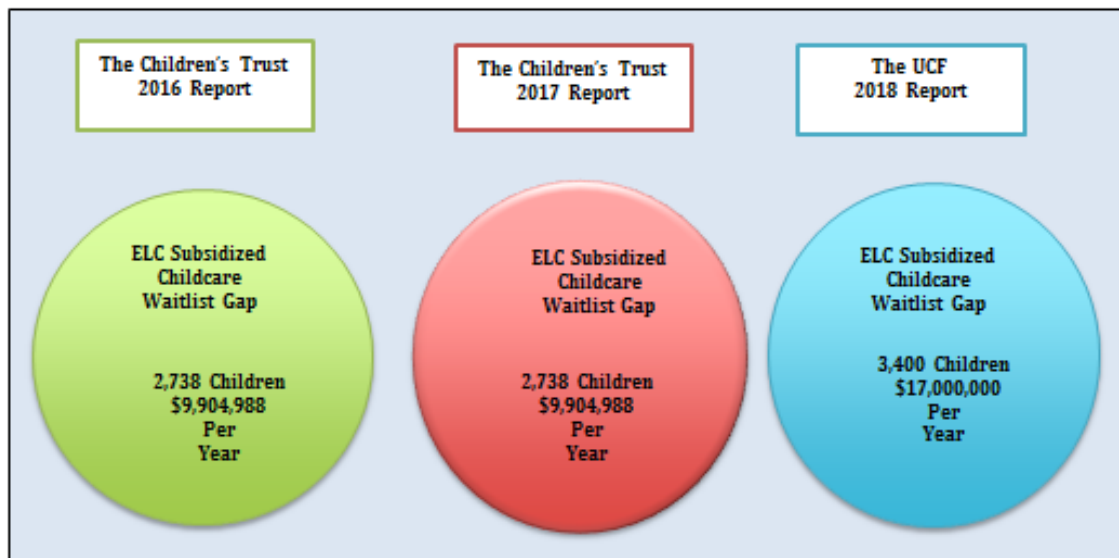
Both of the Children's Trust reports and the UCF report discussed the lack of an integrated service delivery systems or the lack of coordination of funding, services and goals as presenting barriers to effectively and efficiently providing the programs and services needed by Orange County's children and families.

Neither of the Children's Trust reports nor the UCF report provided a description of how a CSC would be able to develop and implement a system of care that would bring all of the independent federal, state, local and private funding authorities with their differing program eligibility requirements, laws, rules and regulations governing the provision, funding and oversight of their respective collection of children's services.

## Validation of Children's Trust and UCF Reports Identified Children's Services Funding Gaps

### SUBSIDIZED CHILD CARE WAIT LIST

The Children's Trust 2016 and 2017 and UCF 2018 Children's unmet needs report identified the following funding gaps in services for Early Education and Subsidized Child Care.



### The Case for a Children's Trust in Orange County, Florida – Spring 2016 and Fall 2017 Reports

The reports indicated that there is a capacity gap of \$9,904,988 per year to move 2,738 children in low income families off the waiting list and into early childcare.

Number on wait list:	Cost of one year of child care:	Calculated Gap:
2,738	\$3,617.60	\$9,904,988

This gap was determined by obtaining the Early Learning Coalition of Orange County (ELCOC) child care waiting list numbers for March 2016, and the cost to provide one year of subsidized child care then using sixty eight percent (68%) of this cost amount to calculate the total cost to eliminate the reported subsidized wait list of 2,738 and provide one year of child care to move these families and children into subsidized early child care.

### **The University of Central Florida's (UCF) Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County 2018 Report**

The report indicated that as of February 16, 2018, there were 3,400 children on the Early Learning Coalition's subsidized childcare wait list. As of February 16, 2018, the cost to provide quality childcare for each of these waitlisted children would average approximately \$5,000 a year. Therefore, the total cost to place these children into quality childcare would be an estimated \$17 million.

<b>Number on wait list:</b> <b>3,400</b>	<b>Cost of one year of child care:</b> <b>\$5,000</b>	<b>Calculated Gap:</b> <b>\$17,000,000</b>
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According to the report's author, this gap was determined by obtaining the Early Learning Coalition of Orange County (ELCOC) child care waiting list numbers for February 16, 2018, and the cost to provide one year of quality subsidized child care (\$5,000) then extrapolating the total cost to eliminate the reported subsidized wait list of 3,400 by multiplying the cost to provide one year of child care to identify a capacity gap of an estimated \$17 million per year to move 3,400 children in low income families off of the waiting list and into early child care.

### **FINDINGS**

***Due to conflicting wait list and cost data used in the reports, along with the fluid nature of the ELC's subsidized child care wait list, Forefront is unable to identify an actionable service gap. Forefront also identified a range of factors impacting subsidized child care for Orange County families.***

The reports of the Children's Trust and the University of Central Florida reflected a high-level view of the subsidized child care focused solely on the Early Learning Coalition of Orange County's subsidized child care wait list numbers on the date of the data request. The unmet need or funding gap in the Children's Trust 2016 and 2017 reports and UCF's 2018 report was determined by multiplying the number of children on the wait list at that date by the cost provided by the ELC to provide one year of subsidized child care. Other than the straight-line calculation no further analysis of the ELC's subsidized child care wait list or program was conducted in either of the reports.

Forefront's research indicates the data used in the reports were obtained from the ELC as indicated in the reports, however the "gap in service" reflects a "point in time" calculation.

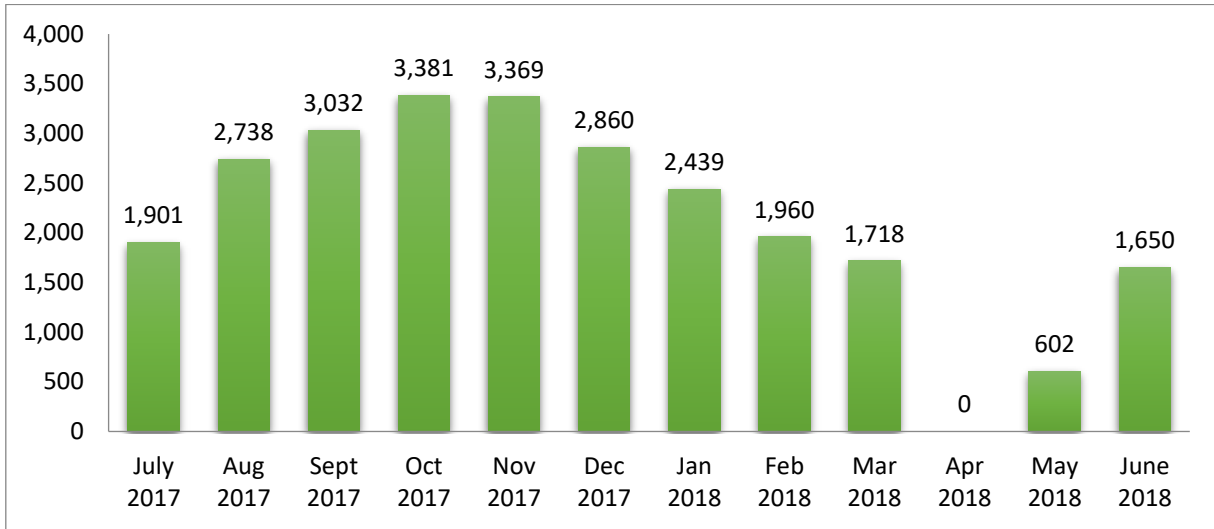
This means the service gap findings does not reflect a deeper analytical dive into the data to determine if the wait list was the best way to determine what, if any, is an unmet need for the Early Learning Coalition of Orange County's subsidized child care services or what portion of the wait list numbers reflected total eligible applicants or a combination of applicants whose eligibility has been determined and those whose eligibility has not been determined.

In the past, interested families could be added to the wait list by contacting the ELC and expressing interest in its subsidized child care program. Once an opening occurred, generally, the first name on the list would be contacted to determine the applicant's continued interest and complete or update the eligibility determination process.

As of July 1, 2018, the Florida Office of Early Learning (OEL) mandated the use of the web-based OEL Family Portal as the sole gateway for parents or guardians to apply for School Readiness, Voluntary Prekindergarten (VPK), Children's Services Council (CSC) Scholarship, and Child Care Resource and Referral (CCR&R) services in Florida. One of the key features of OEL Family Portal is in order for families to be added to an ELC's wait list, the family must use the portal to complete several initial eligibility questions and to start the application process for the requested services.

Another point of consideration concerning the nature of the Early Learning Coalition of Orange County's subsidized child care wait list is that it is very fluid and changes from day to day and month to month depending on a number of factors including time of year, families no longer needing services, number of children aging out of care, families moving into and out of the county. In a reflection of the fluid nature of its wait list, the Early Learning Coalition provides a weekly update of the wait list number on its website. The following chart demonstrates the fluid nature of the ELC's wait list.

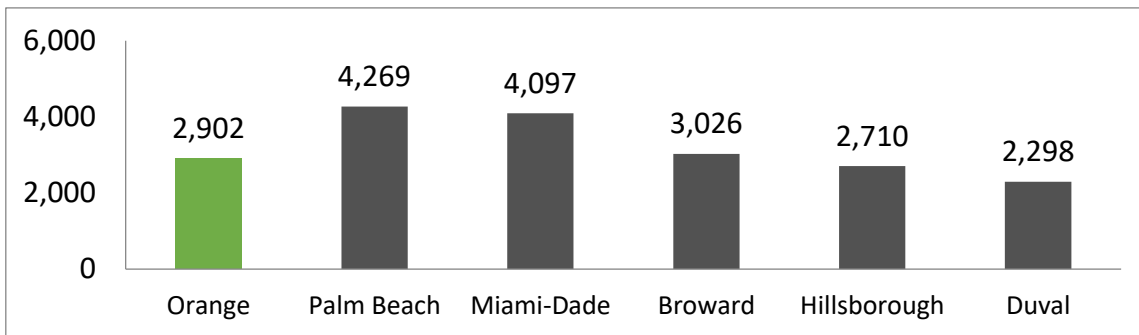
### Early Learning Coalition of Orange County School Readiness Wait List - July 2017 to June 2018



**Data Source: State of Florida –Office of Early Learning**

Due to the volatile nature of the ELC's wait list, there is no single wait list number Orange County leadership could use to determine what amount of fiscal support it could provide that would eliminate the ELCs wait list for any significant amount of time. Similar sized counties with Children's Services Councils have wait list similar or greater wait list to that of the ELC of Orange County.

### School Readiness Wait List – August 2018



**Data Source: State of Florida (Office of Early Learning)**

The Early learning Coalition of Orange County provides an online wait list flyer providing parents with information about the wait list, access to a CCR&R team member to discuss child care options and the following factors impacting changes to the wait list:<sup>4</sup>

- Amount of funding available from state and local resources;
- Number of currently funded children who leave care;
- Age of your child(ren);
- Purpose for care;
- County of residence; and
- Number of children and their priority on the wait list ahead of you.

Orange County parents and families may also use the ELC's CCR&R services, free of cost without regard of income to help in identifying providers in the community who may match their child care needs or identifying other programs, such as Head Start or Early Head Start, which might meet the family's child care needs.

*The Case for a Children's Trust in Orange County, Florida - Spring 2016 and Fall 2017* and *The University of Central Florida (UCF) - Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County 2018* reports used different wait list and child care costs data to come to their respective conclusions.

By using different point in time calculations and different annual child care cost calculations, the resulting subsidized child care service "gap" findings vary significantly between the Children's Trust 2016 and 2017 reports \$9.9 million funding gap and UCF 2018 report \$17 million funding "gap" because the data was sampled at different times:

- The Children's Trust 2016 and 2017 subsidized childcare services reported a "gap" of \$9,904,988 per year to move 2,738 children in low-income families off the waiting list and into early child care.

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<sup>4</sup> ELC online wait list flyer - <https://4cflorida.org/wp-content/uploads/2017/05/Orange-waitlist-flyer-for-web-20170530.pdf>

- The UCF 2018 report noted a subsidized childcare services “gap” of an estimated \$17 million per year to move 3,400 children in low-income families off the waiting list and into early childcare.

By focusing on the Early Learning Coalition’s childcare wait list, the reports methodology took into account only one of the factors impacting the Early Learning Coalition of Orange County’s subsidized child care (School Readiness) program’s ability to meet the needs families in Orange County. A fuller examination and analysis of the factors influencing Orange County families’ subsidized child care options would have been more helpful in determining any gaps and feasible options to reduce or eliminate the identified gaps moving forward.

Factors such as accessibility to providers close to parents’ workplace or home, availability of affordable providers, high quality child care, provider capacity, family eligibility requirements, provider eligibility requirements, transportation to and from child care, and the fiscal cliff faced by parents near the end of their income eligibility all impact Orange County families in need of subsidized child care (School Readiness) services.

The Early Learning Coalition of Orange County’s subsidized child care (School Readiness) program is part of the State of Florida’s Office of Early Learning, which is primarily federally funded. The program provides child care assistance to qualified Orange County families using financial assistance from a variety of funding sources. The Early Learning Coalition combines the federal funding it receives from the State with funding contributed by local governments, businesses and other sources. Due to this being a federally funded program, a significant amount of responsibility for adequately funding the program resides with the federal government. The possibility exists that the more funding the County provides directed towards reducing or eliminating the wait list could potentially result in the coalition losing out on a larger amount of federal funding. This is demonstrated by the State Office of Early Learning recently basing its methodology for dividing up the recent additional federal funding on how many children are waiting for services in each county according to news reports<sup>5</sup>. By working with the Early Learning Coalition of Orange County, County leadership could gain a clearer

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<sup>5</sup> <https://www.heraldtribune.com/news/20181005/state-receives-influx-of-cash-for-child-care>

understanding where enhanced funding from the County would have the greatest impact on improving access to child care for the families and children of Orange County.

Child care services provided by the Coalition include extended day, extended year, and school age care to support parents in becoming financially self-sufficient. Services vary based on individual need and range from extended day to extended year. School age care is provided in some instances.<sup>6</sup>

**Primary Eligibility Requirements:**<sup>7, 8</sup>

There are three specific eligibility requirements for the School Readiness Program.

- Parents(s) or guardian(s) must be working and/or attending school (college or trade) at least 20 hours a week OR disabled, as determined and documented by a licensed physician.
- Gross income must be at or below 150 percent of the federal poverty level for family size.
- Families must pay a copayment for child care costs (based on income and family size).

School Readiness funds are intended to help income-eligible families. But they may also include recipients of temporary cash assistance who meet federal work requirements; families with at-risk children of abuse, neglect or abandonment; homeless parents, parents who are victims of domestic violence; teenage parents; low-income migrant families or farm workers; or families of children with disabilities and special health care needs.

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<sup>6</sup> Early Learning Coalition of Orange County – about the School Readiness Program  
<https://elcoforangecounty.org/parents/school-readiness-vpk/>

<sup>7</sup> School Readiness (subsidized child care) eligibility requirements - <https://4cflorida.org/parents/school-readiness-sr/>

<sup>8</sup> Florida School Readiness Eligibility Rule 6M-4.200 Florida Administrative Code -  
<https://www.flrules.org/gateway/RuleNo.asp?title=Office%20of%20Early%20Learning%20-%20School%20Readiness%20Program&ID=6M-4.200>



During the 2013 legislative session, the Florida Legislature passed early learning legislation requiring coalitions to use the following eligibility priority criteria for families applying for School Readiness services.

### **Florida's School Readiness Eligibility Priorities<sup>9</sup>**

1	Children younger than 3 years old whose parents receive temporary cash assistance and are subject to federal work requirements.
2	At-risk children younger than 9 years old.
3	Economically disadvantaged children until eligible to enter kindergarten. Their older siblings up to the age they are eligible to enter 6th grade may also be served.
4	Children from birth to kindergarten whose parents are transitioning from the temporary cash assistance work program to employment.
5	At-risk children who are at least 9 years old but younger than 13 years old. Those with siblings in priority groups 1 to 3 are higher priority than other children 9 to 13 years old in this priority group.
6	Economically disadvantaged children younger than 13 years old. Priority in this category is given to children who have a younger sibling in the School Readiness Program under priority 3.
7	Children younger than 13 years old whose parents are transitioning from the temporary cash assistance work program to employment.
8	Children who have special needs and current individual educational plans from 3 years old until they are eligible to enter kindergarten.
9	Children concurrently enrolled in the federal Head Start Program and VPK, regardless of priorities 1 to 4.

The ELC subsidized child care (School Readiness) program is a voluntary program where qualified parents can choose to apply for services from participating private centers and schools, public schools and family child care homes. All providers who opt to participate must

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<sup>9</sup> Florida Office of Early Learning website - <http://www.floridaeearlylearning.com/school-readiness/coalitions/eligibility-for-school-readiness>

agree to ELC's daily child care rates, meet certain quality standards established by the Office of Early Learning as well as state and federal health and safety requirements.

Since the ELC subsidized child care (School Readiness) program participation is voluntary, not all potential child care providers in the state or in Orange County participate. Parents also have a broad range of child care options, with the ELC's subsidized child care program being one option. There are a variety of reasons a parent or provider may choose not to participate, including but not limited to:

- Limited proximity of participating providers to the parents' home or place of employment,
- Not enough slots at desired child care provider to fit the family's number or composition of children,
- Limited number of high-quality, affordable child care providers in their neighborhood,
- The parent or family may not meet the program's eligibility requirements,
- The parent may opt for care from a friend or family member,
- The parent may not like the available child care provider options,
- The state's reimbursement rate may be considered too low,
- The program does not fit the provider's business model,
- Provider perception of the program,
- The provider does not have the capacity to participate, and
- The provider may not wish to deal with the program's requirements.

There's also the situation of parent's losing their eligibility for the ELC subsidized child care (School Readiness) program due to their earnings exceeding to program's limits. According to a report by Ascend, the Aspen Institute, current eligibility policies can provide hardship for families striving to increase earnings through what is known as the cliff effect—when a minor increase in income can cause a swift and total loss of child care tuition subsidy that makes child care affordable. The cliff, sometimes called the “benefits effect” occurs when a family's income increases above the income eligibility for financial supports. Income requirements

force parents to choose between the needs of their child(ren) and income increases, leading to the potential loss of critical supports including Supplemental Nutrition Assistance Program (SNAP), Temporary Assistance for Needy Families (TANF), child care assistance, health care coverage, subsidized housing, and the Earned Income Tax Credit (EITC). This is a significant issue for low-income families given that typically an increase in hourly wages is less than the amount the family loses in benefits.<sup>10</sup>

### Early Learning Quality Rating Improvement System or Stars Program

The Children's Trust 2016 and 2017 reports identified a funding gap in the Early Learning Coalition of Orange County's Quality Rating Improvement System (Stars) Program of \$6,760,000. This amount would meet the goal of all ELCOC child care sites achieving a minimum rating of three stars. This gap was determined by obtaining from the Early Learning Coalition of Orange County (ELCOC) the number of child care providers in the ELCOC network have achieved the goal of three stars or more (24 of the 700 child care sites) and multiplying it by the cost (\$10,000) obtained from the ELC to provide technical assistance and capacity building to support a site achieving three-star status.

<p><b>Number of child care providers in the ELC's rating system with a rating lower than 3 Stars:</b></p> <p><b>676</b></p>	<p><b>Cost to provide technical assistance and capacity building support to providers with 3 Star status: \$10,000</b></p>	<p><b>Calculated Gap:</b></p> <p><b>\$ 6,760,000</b></p>
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### Findings

***The ELC's Quality Rating Improvement System or STARS program was replaced in fiscal year 2017, 2018. Therefore, the Children's Trust 2016 and 2018 identified gap has been overcome by the service change.***

<sup>10</sup> REDUCING THE CLIFF EFFECT TO SUPPORT WORKING FAMILIES By Brittany Birken, Erin Moriarty-Siler, and Roxane White - <https://ascend.aspeninstitute.org/reducing-the-cliff-effect-to-support-working-families/>

According to the Children's Trust 2016 and 2017 reports data concerning the ELC's Quality Rating Improvement was taken from the ELC's Quality Stars Provider Listing, FY 2014-2015.<sup>11</sup> The ELC's Stars Program assigned one to five stars to an early education site based on measures of proven indicators or quality found by research to be correlated with positive child outcomes. A one-star rating indicated that a site had met only basic licensing standards. A five-star rating meant a site had exemplary practices.

The Children's Trust 2016 and 2017 Reports ELC Quality Rating Improvement System service funding gap was based on the straight-line calculation of what it would take to bring all of the reported one and two-star child care providers in Orange County up to the three-star level. According to the ELC's website, the ELC Quality Rating Improvement System or Stars Program was replaced in Fiscal Year 2017-2018, by the Early Learning Performance Funding Project (ELPFP).

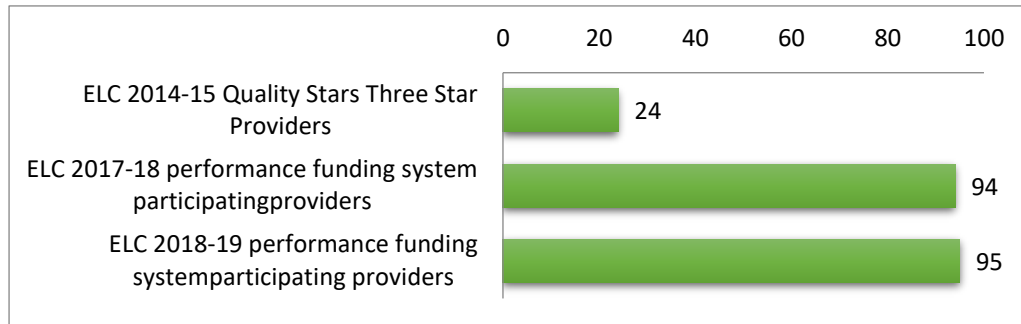
According to the Florida Office of Early Learning, the ELPFP gives eligible, selected child care providers and their instructors an opportunity to earn additional compensation for improving School Readiness Program outcomes. To be eligible to participate, at least 20 percent of a provider's enrollment must be children in the School Readiness Program.

The ELC's website noted that during FY 2017-2018, the ELC had its largest number of provider participants in a quality initiative program under the new ELPFP program. At ninety-four (94) providers, this programmatic group showed marked gains in pre-post data and demonstrated this program had impact. Participating providers receive increased reimbursement rates, coaching and technical assistance, curriculum and assessment materials, and recognition for their efforts. For FY 2018-2019, ninety-five (95) providers have been selected for the ELPFP program.

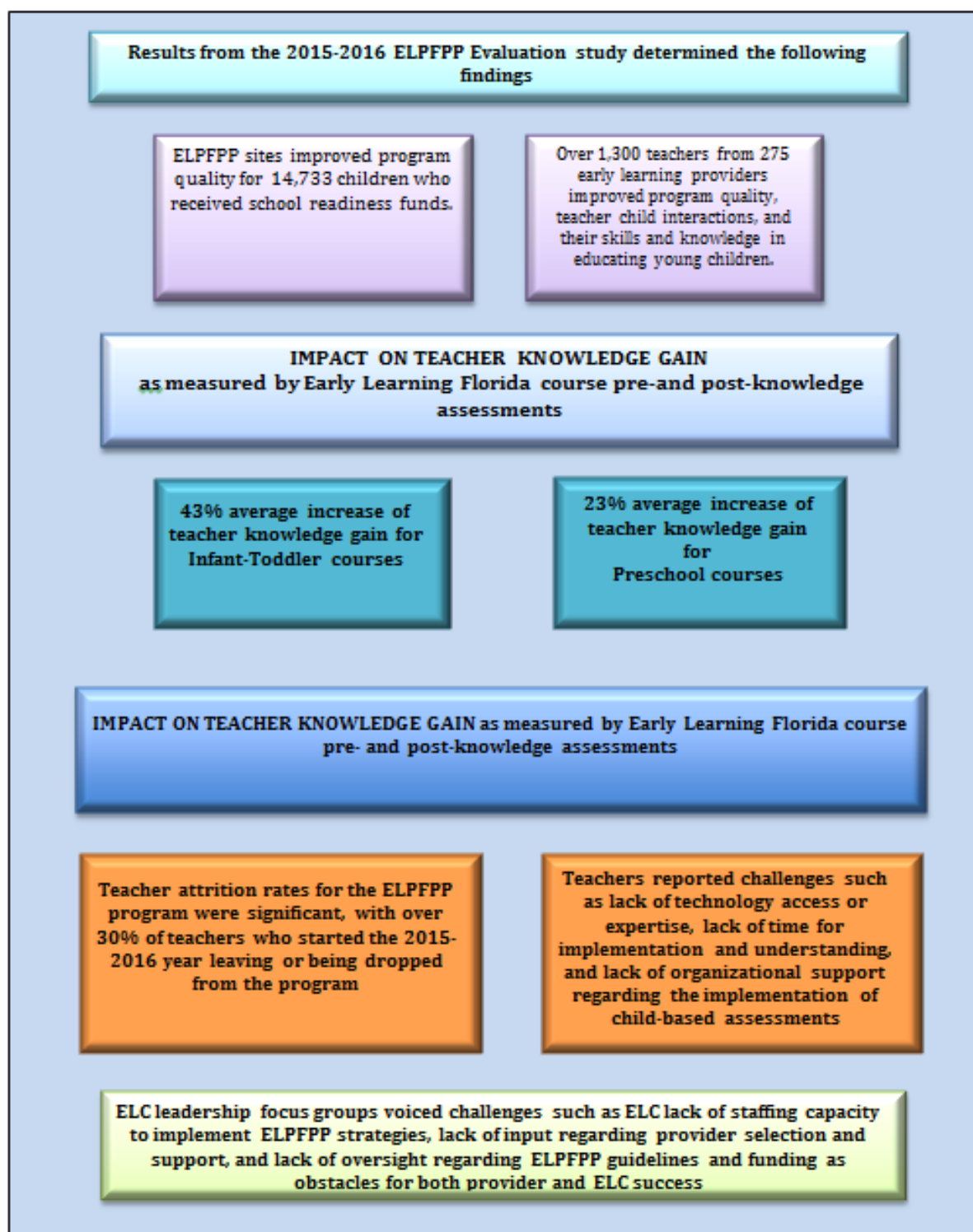
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<sup>11</sup> End notes - <http://ourchildrenourchoice.com/wp-content/uploads/2018/04/The-Case-for-a-Children-Trust-with-overview.pdf>

### Number of Early Learning Coalition Providers



## Early Learning Performance Funding Project Year 3 Evaluation 2016-2017



*With the elimination of the ELC Quality Rating Improvement System the Children's Trust 2016 & 2017 Reports identified gap no longer exist*

## Educational Enrichment – Title I After-School Programs

*The Case for a Children's Trust in Orange County, Florida - Spring 2016 and Fall 2017*

Reports identified the following funding gaps in services for educational enrichment. Currently just 33 of the 73 Title I elementary schools in Orange County have after school programs. Closing this gap for the remaining 40 Title I schools would conservatively cost approximately \$117,000 per site. There is an annual capacity gap of \$4,680,000 to provide after school programming in Title I elementary schools in Orange County.

<b>Number of Title I Schools Without After School Programs:</b>  <b>40</b>	<b>After School Program Cost Per Site:</b>  <b>\$117,000</b>	<b>Calculated Gap:</b>  <b>\$ 4,680,000</b>
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### Findings

***All Title I Schools under the supervision of Orange County Public Schools for the FY 2018-2019 school year have access to after school programs operated by either OCPS or its contracted providers, therefore no service gap exist.***

Forefront's analysis of the FY 2018-2019 OCPS' school year Title I schools and after school programs revealed that all OCPS elementary and middle schools have access to after school programs either operated directly by OCPS or by its contracted providers.<sup>12</sup> Forefront did not evaluate elementary and middle schools operated by charter schools due to charter schools being independent of and not a part of or operated by OCPS.

According to the School Choice website of OCPS, Charter schools are independent public schools operated by non-profit organizations. They hire their own teachers, design their own academic program, and control their own finances. They have their own board of directors that make decisions for the school. All charter schools must provide a curriculum that meets the Florida Standards and Sunshine State Standards. These schools must also hire certified teachers. In Florida, charter schools are accountable to the school district in which they reside for student academic performance and fiscal management, but they are not managed or

<sup>12</sup> Orange County Public Schools' list of Title I Schools and their associated after school programs.

operated by the district and therefore are responsible for their program offerings, including After School Programs.<sup>13</sup>

After school programs in Orange County are funded by OCG, OCPS, and the City of Orlando. OCPS reported that the average poverty percentage is 59.89% while the Title I Schools poverty percentage ranged between 71.67% and 91.07%.<sup>14</sup> According to the OCPS Neglected and Delinquent Programs website<sup>15</sup>, in addition to the after school programs provided at its Title I schools, OCPS provides Title I Federal grant funds to neglected and delinquent programs within OCPS alternative education schools that are providing high quality educational services to children and youth who are in a local corrections facility, detention center or at risk program as detailed below:

Neglected and Delinquent Youth Programs	
<b>Orange Youth Academy</b>	A Florida Department of Juvenile Justice (DJJ) Residential Program for High-Risk and Moderate Risk males, 12 to 19 years old, who have been committed through juvenile court.
<b>Orange Regional Juvenile Detention Center</b>	A facility operated by the Florida Department of Juvenile Justice for boys and girls, between 11 to 18 years old.
<b>Juvenile Offenders Program</b>	An educational program for male and female youthful offenders adjudicated as adults. The program is located at the Orange County Correctional Facility.
<b>Juvenile Addictions Receiving Facility</b>	An assessment program for adolescents with drug and substance abuse problems.

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<sup>13</sup> [https://www.ocps.net/departments/school\\_choice/charter\\_schools/](https://www.ocps.net/departments/school_choice/charter_schools/)

<sup>14</sup> OCPS Title I schools list by school type with individual school poverty percentage  
[https://www.ocps.net/UserFiles/Servers/Server\\_54619/File/Departments/Title%20I/Title%20I%20Schools%20and%20Poverty%20Percentage/Title%20I%20Schools%20by%20Grade%20Levels%2018-19.pdf](https://www.ocps.net/UserFiles/Servers/Server_54619/File/Departments/Title%20I/Title%20I%20Schools%20and%20Poverty%20Percentage/Title%20I%20Schools%20by%20Grade%20Levels%2018-19.pdf)

<sup>15</sup> Additional Title I services -  
[https://www.ocps.net/departments/title\\_i/neglected\\_and\\_delinquent\\_programs/n\\_d\\_programs\\_information/](https://www.ocps.net/departments/title_i/neglected_and_delinquent_programs/n_d_programs_information/)



Orange County Government, through its Youth Recreation program, also provides After School REC Squad and After School REC Zone programs for Orange County elementary and middle school aged children.

The After School REC SQUAD is a paid after school recreation program for elementary school aged students. The program is Monday-Friday running between August 13, 2018 to May 29, 2019, from after school until 6 p.m. The weekly cost for the program is \$30 regular fee, \$20 reduced lunch fee, \$15 free lunch fee and \$7.50 food stamps. A letter showing which program the child is in is required in order to qualify for the lower fees. The program consists of homework time, sports, games, arts and crafts, guest speakers, and much more. A hot meal and a snack are provided each day by Second Harvest Food Bank.

Rec SQUAD After School Program Locations		
Area	Park/Facility	Schools
<b>East</b>	Capehart Park	Chickasaw Elementary
	South Econ Recreation Center	Deerwood Elementary Hidden Oaks Elementary Vista Lakes Elementary Andover Elementary
	Bithlo	Columbia Elementary East Lake Elementary Wedgefield Elementary
<b>South</b>	Bear Creek Recreation Complex	Southwood Elementary Endeavor Elementary
	Meadow Woods Recreation Center	Meadow Woods Elementary Wyndham Elementary
<b>West</b>	Orlo Vista Park	Orlo Vista Elementary Frangus Elementary Oak Hill Elementary Metro West Elementary
	Barnett Park	Ridgewood Park Elementary Mollie Ray Elementary Rolling Hills Elementary Pine Hills Elementary
<b>Northeast</b>	Goldenrod Recreation Center	Lakemont Elementary Aloma Elementary
<b>Northwest</b>	Silver Star Recreation Center Lockwood Baptist Church Willow Street	Pinewood Elementary

Data Source: OCPS

The REC ZONE after school program is a free recreation program for elementary and middle school students. The program operates after school until 6pm during the current school year. This program consists of sports, games, arts and crafts, guest speakers and more.

Rec ZONE After School Program Locations	
	Park/Facility
West	Tildenville Park

### Gaps In Early Intervention Programs – The Healthy Start Coalition Of Orange County (HSCOC)

According to the University of Central Florida (UCF) - *Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018*, the Healthy Start Coalition of Orange County provides several proven effective programs which would benefit from additional funding for the following:

- \$4,000,000 which would double the current budget and capacity of the Coalition's parenting education program for eligible pregnant women, whose current budget is only sufficient to meet half the need in Orange County according to the Healthy Start Coalition of Orange County.
- \$510,000 to fund the Nurse Family Partnership intensive home visitation program for first time, low-income pregnant women. According to the Healthy Start Coalition of Orange County the program is only available in Orange County in high-risk zip codes (32808 and 32818). Funding for this program after July 1, 2018, will be supported by Coalition reserves until they are depleted.
- \$86,000 to fund the Coalition's mental health contract with Aspire Health Partners to support women struggling with perinatal depression, psychosocial/physical trauma and bonding/parenting concerns with short-term therapy in-home.

- \$2,600,000 which would double the capacity of the Coalition's Healthy Families program from its current eight (8) Orange County zip codes to sixteen (16) Orange County zip codes.

<b>2017-2018 Healthy Start Coalition of Orange County Budget:</b> <b>\$ 4,474,293</b>	<b>Health Start Coalition of Orange County Stated Additional Funding Needs:</b> <b>\$ 7,196,000</b>
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## Findings

The UCF Report did not identify this as a funding gap, but rather identified the Healthy Start Coalition of Orange County (HSCOC) as providing several proven effective programs which would benefit from additional funding to expand their current outreach. It is likely the same could be said of any number of other worthy organizations and programs. The report presented this as more of an opportunity to invest in an effective program. The information describing the HSCOC's programs in the UCF Report is notable, however, the HSCOC is able use the County's current competitive funding process if it so desires.

It should be noted that Florida's Healthy Start Program is a State of Florida funded program under the Florida Department of Health and the Florida Agency for Health Care Administration. There are thirty-two (32) Healthy Start coalitions and one (1) county health department that provide Healthy Start services covering all of Florida's sixty-seven (67) counties. The coalitions conduct assessments of community resources and needs, identify gaps and barriers to effective service delivery, and develop a service delivery plan to address identified problem areas and issues.<sup>16</sup>

According to its website, the HSCOC is a 501(c)(3) not-for-profit organization that was established by legislation (s.383.2161, F.S.) in 1992 to decrease Florida's high infant mortality rate, low birth weight babies, and to improve health and developmental outcomes for all

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<sup>16</sup> <http://www.floridahealth.gov/programs-and-services/childrens-health/healthy-start/healthystartfactsheet-9-16.pdf>

children. Healthy Start Coalitions across the state are charged with developing and implementing quality systems of care by funding maternal and child health programs in the community.

Florida law<sup>17</sup> further requires that the Department of Health shall promote the screening of all newborns born in Florida for metabolic, hereditary, and congenital disorders known to result in significant impairment of health or intellect, as screening programs accepted by current medical practice become available and practical in the judgment of the department. Primary health care providers under this law are required to complete the Department of Health's risk assessment instrument and report the results to the Office of Vital Statistics so that the woman may immediately be notified and referred to appropriate health, education, and social services.

The HSCOC allocation plan/budget development process for its service delivery dollars involve HSCOC staff reviewing the outcomes subcontracted providers along with the subcontracted providers contract amounts with the Board of Directors. The Board then establishes the annual allocation plan/budget based on the review and the amount of available funding for the contract year from both Department of Health (DOH) and from the Coalition's Medicaid services through the Healthy Start-MomCare Network.

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<sup>17</sup> Screening for metabolic disorders, other hereditary and congenital disorders, and environmental risk factors -

[http://www.leg.state.fl.us/statutes/index.cfm?App\\_mode=Display\\_Statute&Search\\_String=&URL=0300-0399/0383/Sections/0383.14.html](http://www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&Search_String=&URL=0300-0399/0383/Sections/0383.14.html)

**2017-2018 ALLOCATION PLAN HEALTHY START COALITION OF ORANGE COUNTY<sup>18</sup>**

Subcontracted Provider Name	Service	Amount
1. DOH-Orange (Orange Co. Health Dept.)	Care Coordination	\$3,325,654
2. DOH-Orange – SOBRA	MomCare	\$427,578
3. Aspire Health Partners	Mental Health Counseling	\$86,000
4. Farmworker Association of FL	Healthy Start Screening and Initial Contacts	\$44,205
5. Commonsense Childbirth	Healthy Start Screening and Initial Contacts	\$23,200
6. Health Education Materials	Health Education	\$5,000
7. Speedy Courier	Pick-Up/Delivery of HS Forms	\$8,580
8. Ighes Rigual, Georgiana Malaykhan, Elizabeth Reyes	Childbirth Education	\$8,000
9. Nancy Hagan	Training, QA/QI	\$8,150
10. Administrative	Contract Management, QA/QI, Fiscal Oversight	\$471,176
11. HSCOC	Coordinated Intake and Referral	\$18,750
12. FL Healthcare Coalition	Prematurity Prevention	\$29,500
13. Aspire Health Partners and/or Lutheran Counseling Services	Counseling for Zika Exposure	\$18,500
<b>Total</b>		<b>\$4,474,293</b>

<sup>18</sup> FY 2017-2018 ALLOCATION PLAN HEALTHY START COALITION OF ORANGE COUNTY - [https://www.healthystartorange.org/uploads/1/0/3/3/10330863/sdp\\_1-26-18.pdf](https://www.healthystartorange.org/uploads/1/0/3/3/10330863/sdp_1-26-18.pdf)

In a review of the HSCOC's 2018 - 2023 *Service Delivery Plan*, there's no mention or indication of the HSCOC Board identifying Orange County Government as a possible funding source for the Coalition<sup>19</sup>. According to the Coalition's Service Delivery Plan "the Board establishes its annual allocation plan/budget based on a review of current subcontracted providers and the amount of funding available for the contract year from both DOH and from our Medicaid services through the Healthy Start-MomCare Network."<sup>20</sup>

### **Gaps in Services For Mental And Physical Health**

*The Case for a Children's Trust in Orange County, Florida - Spring 2016 and Fall 2017*, identified the following funding Gaps in Mental and Physical Health Services: Using 2013-2014 data for school-based health services, OCPS spends \$41.04 per student, compared to those of a fully-supported school-based health services model utilizing best practices, funded by the Winter Park Health Foundation for the 12 schools within the Winter Park Consortium of schools average of \$55.82 per student, or an additional \$14.78 (a 36% increase). This represents an additional \$2,601,280 of resources needed to achieve ongoing, fully supported school-based health services for all OCPS students.

<b>Winter Park Consortium of Schools school-based health services per student expenditure:</b>  <b>\$ 55.82</b>	<b>2013-2014 OCPS school-based health services per student expenditure:</b>  <b>\$ 41.04</b>	<b>Calculated Gap:</b> <b>\$ 14.78 Per Student Expenditure</b>  <b>\$2,601,280</b>
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The University of Central Florida (UCF) - *Children's Unmet Needs: Celebrating Success and Creating Opportunities in Orange County Report 2018* reported that local programs such as The CHILL Program, The Healing Tree Program and Wrap-Around Orange can assist Orange County youth with their mental well-being and health, the Report identifies the Healing Tree Program as providing counseling services for three hundred fifty (350) abused children in

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<sup>19</sup> [https://www.healthystartorange.org/uploads/1/0/3/3/10330863/sdp\\_1-26-18.pdf](https://www.healthystartorange.org/uploads/1/0/3/3/10330863/sdp_1-26-18.pdf)

Orange and Osceola Counties. The report goes on to say it would cost \$1,000,000 to double the capacity of the program.

The Healing Tree Program's current capacity: 350 Orange and Osceola County children	Cost to double the Healing Tree Program's current capacity by 350 children to a total of 700 children: \$1,000,000
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## Findings

For the 2018-2019 school year, OCPS budget<sup>21</sup> includes new funding of \$4,036,843 for mental health assistance along with \$4,082,598 in funding for social workers, \$2,936,036 for psychologists for total funding of \$11,055,468. The new funding of \$4 million is significantly more than the Children's Trust 2016 and 2017 reports identified gap of \$2.6 million. Using the Children's Trust report's gap calculation methodology substituting OCPS total funding of \$11,055,468 would result in OCPS per student health funding of \$53.41 compared to the reports' Winter Park Consortium of Schools per student funding rate of \$55.82, a difference of \$2.41 or 4.5 percent. It should be noted that OCPS has one hundred ninety-one (191) schools compared to the twelve (12) schools within the Winter Park Consortium of Schools.

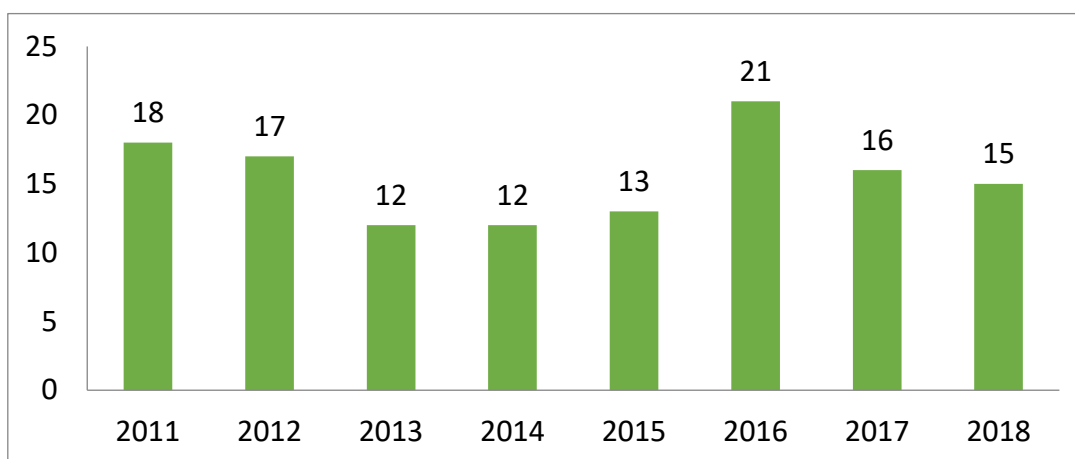
The Children's Trust 2016 and 2017 reports indicated a funding gap in this area, while discussing overall gaps in community health services in particularly those contained in the Robert Wood Johnson report, *2016 County Health Rankings*, identified its funding gap solely on physical and mental health services of the OCPS, not on any services funded by Orange County Government.

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[https://www.ocps.net/UserFiles/Servers/Server\\_54619/File/Departments/Budget/June18%20Budget/Revised/19%20Proposed%20Adopted%20Budget%20Summary.pdf](https://www.ocps.net/UserFiles/Servers/Server_54619/File/Departments/Budget/June18%20Budget/Revised/19%20Proposed%20Adopted%20Budget%20Summary.pdf)



**Orange County Health Ranking Improvements 2011-2018**

Looking at Florida county health rankings over the 2011 – 2018 timeframe Orange County has shown improvement since 2016. OCPS provides health care services throughout the school district which is delivered by advanced nurse practitioners, registered nurses, licensed practical nurses and school health aides/health room assistants. Learning Community Registered Nurses provide education and monitoring of school personnel. They attend school meetings with parents and school staff to develop individual student health plans and to determine health services needed.

Leveraging partnerships, some nursing services are partially provided by Florida Health Department in Orange County, Orlando Health, Winter Park Health Foundation, Florida Hospital and other contracted agency health care providers. The Orange County Health Department coordinates with OCPS to provide vaccinations, health screenings, and classroom instruction in health practices. A pediatric medical consultant meets with the learning community registered nurses in an advisory capacity, to determine guidelines to be followed in all OCPS.

The Children's Trust reports compared the OCPS per student health services funding to those funded by the Winter Park Health Foundation (WPHF) for the twelve (12) schools within the Winter Park Consortium of Schools. The report's methodology appears to determine its \$2,601,280 funding gap by multiplying the difference between the Winter Park Health Foundation average per student health services funding for the Winter Park Consortium of

twelve (12) schools and OCPS per student health funding by the Orange County students not served by the consortium.

For the 2018-2019 school year, OCPS budget<sup>22</sup> includes new funding of \$4,036, 843 for mental health assistance along with \$4,082,598 in funding for social workers, \$2,936,036 for psychologists. This OCPS additional funding would reduce the reports' stated funding gap from \$2,601,280 to \$424,160.

The UCF 2018 report's findings identify a local area children's counseling program which, if given additional funding, could expand its services to children in Orange and Osceola Counties. The UCF 2018 report presented this as an opportunity to invest in an effective program, rather than identified as a funding gap. As noted above, the information describing this provider's programs in the UCF 2018 report is notable, however, the provider is able use the County's current competitive funding process if it so desires.

The Central Florida Cares Health System is the Florida Department of Children and Families Managing Entity (ME) Regional Systems of Care which has the responsibility for contracting with appropriate local providers for behavioral health services in Brevard, Orange, Osceola and Seminole counties. The following is the list of mental health and substances abuse treatment services available through its contracted providers:

### **Mental Health Services**

Mental health services for the residents and children of Orange County are provided through a range of funders and providers, including the Florida Department of Children and Families through its Managed Entity, Central Florida Cares Health System; private insurance providers, City of Orlando, non-profit providers, Orange County Government, and OCPS.

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<sup>22</sup>

[https://www.ocps.net/UserFiles/Servers/Server\\_54619/File/Departments/Budget/June18%20Budget/Revised/19%20Proposed%20Adopted%20Budget%20Summary.pdf](https://www.ocps.net/UserFiles/Servers/Server_54619/File/Departments/Budget/June18%20Budget/Revised/19%20Proposed%20Adopted%20Budget%20Summary.pdf)

A variety of treatment centers and programs are available to provide assistance for adults and children experiencing mental health issues in Brevard, Orange, Osceola, and Seminole counties. Listed below are the various services available:

- **Community Mental Health Treatment Centers – Adults and Children**

Community treatment centers receive state funds through Central Florida Cares Health System, Inc. to provide emergency mental health services, psychiatric services, residential treatment (adults only), and support services. As public Baker Act facilities, community treatment centers can provide adults and children emergency mental health services, either on a voluntary or involuntary basis.

- **Florida Assertive Community Treatment (FACT) Team**

The FACT Team program provides community-based treatment, rehabilitation, and support services through a multi-disciplinary team to assist persons with severe and persistent mental illness.

- **Mental Health Clubhouse – Adults**

Provides a range of opportunities for persons with severe and persistent mental illness to independently develop, operate, and participate in social, recreational, and networking activities.

- **Case Management – Children**

Provides a combined process consisting of identifying the individual's needs, planning services, linking the service system with the person, coordinating the different service options, monitoring the service delivery, and evaluating the effects of the services received.

- **Outpatient / In-Home and On-Site Services – (IHOS) – Children**

Therapeutic and support services are designed to improve or prevent worsening of individual mental health services must be face-to-face between the staff member and the client. In-Home and On-Site services are offered in residences, schools, detention centers, commitment settings, foster homes, and other community settings.

- **Residential Treatment – Adults and Children**

These services provide a structured, live-in, non-hospital setting with supervision 24 hours a day, 7 days a week, 52 weeks a year.

## **Substance Abuse Services**

A variety of substance abuse treatment centers and programs are available in Brevard, Orange, Osceola, and Seminole counties for both adults and children. Listed below are the types of services available:

- **Emergency Substance Abuse Services Detoxification**

This program uses medical and clinical protocols to assist clients with withdrawal from the physiological effects of substance abuse. Services include emergency screening, evaluation, short-term stabilization, and treatment in a secure environment.

- **Substance Abuse Services Outpatient – Adults and Children**

Therapeutic and support services designed to improve functioning or prevent worsening of individual mental health or substance abuse disorders. Services must be face-to-face between the staff member and the client.

- **Day/Night Treatment**

Services provide a structured schedule of non-residential services for four (4) hours a day. Activities for substance abuse program emphasize rehabilitation, treatment, and education services using multidisciplinary teams to provide combined programs of academic, therapeutic, and family services.

- **Residential Treatment**

These services provide a structured, live-in, non-hospital setting for children or adults with supervision 24 hours a day, 7 days a week, 365 days a year.

## **Gaps in Services for Strengthening Families**

### **Child Homelessness**

*The Case for a Children's Trust in Orange County, Florida – Spring 2016 and Fall 2017*, identified the following funding gaps in Child Homelessness services:

The 2014 report *'The Current State of Homelessness in Central Florida.'* findings included that one in 17 children experience homelessness during the course of a year. Orange County Public Schools identified over 6,700 students as homeless during school year 2014-2015. The average annual cost for mental health services for children is \$2,865 per episode. If just 10% of school aged children required mental health services annually as a result of their homelessness, approximately \$1,919,550 would be required to meet this critical need.

The Current State of Homelessness report indicates that Central Florida needs more coordinated methods of assessing its resources, using available money effectively, and seeking new funding sources to end homelessness among families. Indeed, Homeless Services Network of Central Florida, the local agency charged with distributing HUD funds on behalf of the homeless, has identified a funding shortfall for families of \$122,101 in Orange County for 2016 as it supports the community's transition to the nationally-recognized strategies of Rapid Re-housing and Housing First.

<b>The average Annual Cost for Mental Health Services for Children</b>	<b>10% of identified homeless 2014/2015</b>	<b>Calculated Gap:</b>
<b>\$ 2,865</b>	<b>670</b>	<b>\$1,919,550</b>

## Findings

In reviewing this section of the Children's Trust Reports, it is unclear if the \$1,919,550 in homeless student mental health services funding gap estimate is included in the student mental health services gap identified earlier in the Reports.

However, as detailed above, the Orange County Public Schools has, in the FY 2018-2019 school year, included \$4,036,843 in new funding for mental health assistance, along with \$4,082,589 in funding for social workers and \$2,936,036 in funding for psychologists, a total of \$11,055,468 in school health services funding. Therefore, the reported estimated funding gap of \$1.9 million for mental health services for school age children would be more than covered by the current year OCPS student health services funding.

### Regional Student Homelessness Comparison

Students Eligible for McKinney-Vento Services (Federal Education for Homeless Children and Youth (EHCY) Program) 2015-16 School Year (the most recent year for which data were available).			
Category	Orange County	Osceola County	Seminole County
Number of Local Education Agencies	1	1	1
Total number of eligible students	6,835	3,561	1,897
Students who were unaccompanied youth	344	73	113
Students living in hotels or motels	1,642	942	289
Unsheltered students	76	93	22
Sheltered students	448	87	149
Doubled-up students	4,669	2,439	1,437
Students with disabilities	1,065	533	396
Students with limited English proficiency	1,036	961	141
Migrant students	13	6	Missing

The Homeless Services Network of Central Florida serves as the lead agency for the Continuum of Care (CoC) of homeless services in Orange, Osceola, and Seminole Counties receives a broad range of funding from sources as diverse as the U.S. Department of Housing and Urban Development (HUD), OCG, the Florida Department of Children and Families, the City of Orlando and Orlando Community Reinvestment.

The 2016 CoC Highlights included the following funding and housing highlights:<sup>23</sup>

#### Funding

- Success in the competitive HUD Continuum of Care 2015 application (announced and awarded in 2016) to shift resources creating approximately one hundred thirty-eight (138) additional rental assistance vouchers for chronically homeless households and assistance for approximately eighty-two (82) families and youth to be assisted with rapid rehousing at any given time. This funding included the largest single new grant award in the state. These contracts were signed in November 2016 opening the door for new housing placements.
- Success in the competitive HUD Continuum of Care 2016 application bringing \$7.4M to the region.

<sup>23</sup> [https://www.centralfloridacoc.org/?page\\_id=9](https://www.centralfloridacoc.org/?page_id=9)

- Successful competitive application to DCF for \$199,000 in Emergency Solutions Grant (ESG) to be used for rapid rehousing in Seminole and Osceola counties, expanding capacity by approximately twenty (20) households at a given time.
- Successful competitive application to DCF for \$205,000 for Bridge Housing funding as part of the 2016 Challenge Grant.
- Administered \$2.7M in funding for ending homelessness among Veterans.
- Investment of \$1.5M by Orange County for a Rapid ReHousing project to serve between 120 -150 families each year.
- Investment of \$600,000 Rental Assistance project funded by City of Orlando to house fifty-five (55) chronically homeless households.
- Investment of \$500,000 Relocation Assistance project funded by Orlando Community Reinvestment to house forty-five (45) chronically homeless households.
- Investment of \$500,000 by Orange County to provide supportive services to an estimated one hundred twenty five (125) chronically homeless individuals and families.
- Successful competitive application for regional HOPWA funds to provide rental assistance to twenty-five (25) homeless persons who are HIV positive.

## **Housing**

- A new Housing Locator Team has been tasked with identifying units to be used by the system for the highest priority households regardless of which agency is providing services. In 2016, this team identified over six hundred twenty five (625) units managed by landlords who are willing to work with participating tenants.
- The Housing Locator Team also conducted inspections on units receiving CoC funding, ensuring that no public dollars are spent on sub-standard rental units.

## **Gaps in Services for Victims of Domestic Violence and Child Abuse**

*The Case for a Children's Trust in Orange County, Florida – Spring 2016 and Fall 2017* reports identified the following funding gaps in services for victims of domestic violence and child abuse: Leaders from Community Based Care of Central Florida, the agency charged with managing the child welfare system, report that the number one request from families on behalf of foster children is mentoring. The agency served approximately eight hundred (800) youth

aged 10-18 in FY2014-2015, but only had the ability to provide mentors for fifty-five (55) youth. It was also recommended in order to provide a comprehensive mentoring program for half of the remaining youth at a rate \$590 per youth would require \$220,000 in additional funding.

<b>Mentorship Per Child Cost</b>	<b>50% of Total Youth Receiving Foster Care Services</b>	<b>Calculated Gap:</b>
<b>\$ 590</b>	<b>373</b>	<b>\$ 220,000</b>

## Findings

According to the Children's Trust 2016 and 2017 reports, Community Based Care of Central Florida had a funding gap of \$220,000 to provide mentoring services for foster children in its care. Forefront's analysis found Children's Trust data to be generally correct in terms of total number of foster children in FY 2014-2015 in out of home care the CBC reported seven hundred twenty-five (725) children between the ages of 10-18 and cost per child (\$590) to provide mentorship opportunities. However, the Children's Trust reports' methodology calculated the estimated gap by subtracting the fifty-five (55) foster children who received mentorship services from the total number of eight hundred (800) children in foster care yielding a total of seven hundred forty-five (745) children and calculated the cost to provide mentorship services to half of those remaining children (373). It does not appear the authors of the report obtained data concerning formal requests for mentoring received versus those matched. This information would have allowed the report to provide the actual unmet need for mentorships.

The table below provides a breakdown of formal requests for mentoring received versus those matched for FY 2016-2017 through FY 2018-2019 to date.

<b>Mentoring Services Cost and Funding Gap</b>				
<b>Year</b>	<b>Matched</b>	<b>Unmatched</b>	<b>Cost Per Child</b>	<b>Funding Gap</b>
<b>2016-2017</b>	<b>35</b>	<b>33</b>	<b>\$590</b>	<b>\$19,470</b>



<b>2017-2018</b>	<b>28</b>	<b>16</b>	<b>\$590</b>	<b>\$9,440</b>
<b>2018-2019 YTD</b>	<b>54</b>	<b>14</b>	<b>\$590</b>	<b>\$8,260</b>

The CBC indicated that due to the limited program scope, relatively few referrals are made. Case managers have learned that the program is unable to meet the demand for mentoring services. The CBC expressed a desire to proactively offer mentors to youth in this age range with a more robust program but noted that the primary reason for unmatched referrals is a lack of available male mentors. The \$590 per youth cost figure was based on a CBC proposed budget from several years ago which provided approximately \$88,000 for a more robust program that would target one hundred-fifty (150) matches.

### **Abuse and Neglect**

The Children's Trust 2016 and 17 reports noted that in recent years referrals from DCF's Child Abuse Hotline have increased substantially in Orange County. From December 2013 to December 2015, dependent children in out-of-home care increased by nearly 24%, and those receiving in-home services increased by 11%.

The UCF 2018 report provided a more detailed examination of child abuse reports and findings of abuse. The report noted that, according to DCF, in 2017 there were ten thousand seventy-nine (10,079) child investigations in Orange County. These investigations involved twenty-two-thousand six hundred fifty-one (22,651) children who were evaluated to determine if abuse or maltreatment exists and if the children could safely reside in their homes. DCF data at the end of 2017, found 10% of the investigations required intervention with either out of home services, in-home protective services or family support services.

The inability to stabilize and preserve the family as an institution has had profound negative effects on the quality of life of children. For the purposes of this project, children and youth involvement in the dependency system and removals for abuse and/or neglect in Orange County were analyzed.

DCF utilizes three levels of intervention:

- Out-of-Home Care - care for those youth who were removed during the course of an investigation,
- In-Home Placement - care for those youth who received case management services, either judicial or non-judicial, while remaining in the home, and
- Family Support Services - are voluntary diversionary services provided to families.

The Children's Trust reports discuss referrals from DCF's Child Abuse Hotline as having increased substantially in Orange County and then goes on to note December 2013 – December 2015 increases in dependent children in out-of-home care and those receiving in-home services.

DCF Child Abuse Hotline calls are not the same as verified findings of maltreatment. According to 2017 DCF Data, hotline calls resulted in verified findings of less than roughly one fourth of calls. Compared to Duval, Hillsborough, and Palm Beach Counties, Orange County came in third in total number of verified maltreatment findings.

Based on Forefront's research, dependency placements rate of 38 per 10k in Orange County is significantly below the state's dependency placements rate of 58.0 per 10k. As of March 2018, there were one thousand one-hundred sixty-seven (1,167) children in dependency placements in Orange County.<sup>24</sup>

### Dependency Involvement and Abuse and Neglect Reports

A review of children receiving Out-of-Home Care in Orange County revealed that more than one thousand one-hundred (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. Regarding 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

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<sup>24</sup> DCF

treatment center. Sixty-eight percent (766) of the children were 0 – 9 years of age and 32% (353) were between the ages of 10 – 17.

Another 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 one thousand two-hundred (1,200) alleged child abuse or neglect victims, of which fifty-four (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, 305 (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.

### Forefront Gap Verification Summary

Service	Children's Trust 2016 Report Identified Gap	Children's Trust 2017 Report Identified Gap	UCF 2018 Report Identified Gap	Forefront Gap Verification Findings
ELC of Orange County Subsidized Child Care Wait List	\$9,904,988	\$9,904,988	\$17,000,000	Unable to determine an actionable Gap due to conflicting wait list data and cost data used in the Children's Trust and UCF reports
ELC of Orange County's Quality Rating Improvement System or STARS Program	\$6,760,000	\$6,760,000	No Funding Gap Identified in the Report	STARS program replaced by another program resulting in funding gap elimination
Orange County Public School System Educational Enrichment – Title I Schools After School Programs	\$4,680,000	\$4,680,000	No Funding Gap Identified in the Report	No Gap, all of OCPS elementary and middle schools have access to after school programs
Early Intervention Programs – Healthy Start Coalition of	No Funding Gap Identified	No Funding Gap Identified	\$7,196,000	Not the funding Responsibility of OCG

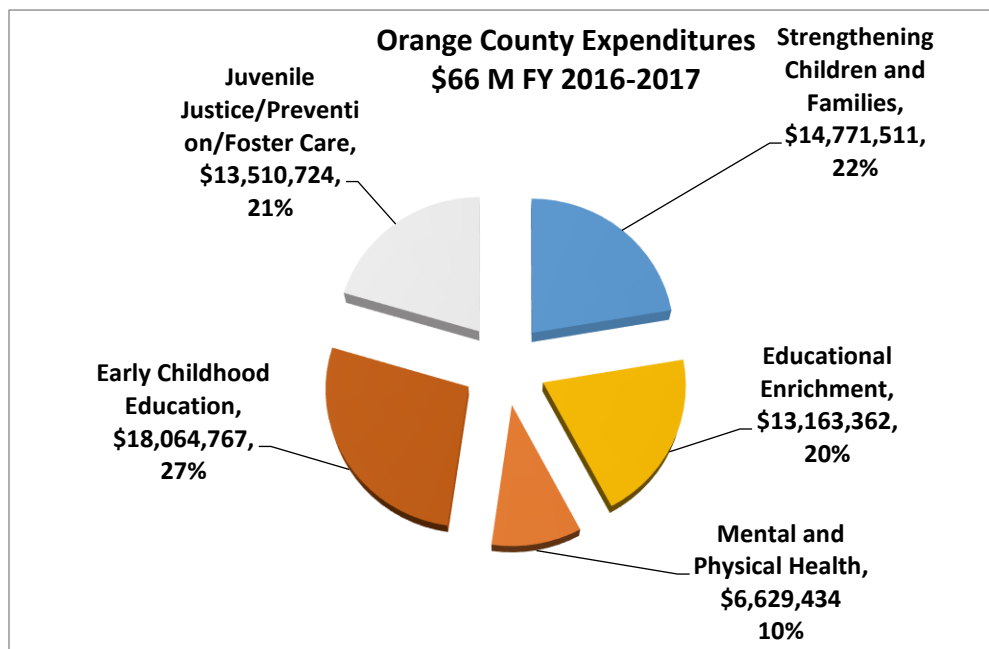
<b>Orange County Parenting Education to Eligible Pregnant Women</b>	<b>in the Report</b>	<b>in the Report</b>		
<b>Gaps in Services for Mental and Physical Health</b>	<b>\$2,601,280</b>	<b>\$2,601,280</b>	<b>\$1,000,000</b>	<b>Children's Trust Gap reduced to \$424, 160 – The UCF Report's Gap not the funding responsibility of OCG</b>
<b>Gaps in Services for Strengthening Families</b>	<b>\$2,041,651</b>	<b>\$2,041,651</b>	<b>No Funding Gap Identified in the Report</b>	<b>No Gap, Reported funding gap removed by subsequent funding by OCPS</b>
<b>Gaps in Services for Victims of Domestic Violence and Child Abuse</b>	<b>\$200,000</b>	<b>\$200,000</b>	<b>No Funding Gap Identified in the Report</b>	<b>Based CBC actually mentorship services request the Gap was \$19,470 in FY 2016-2017, \$9,440 in FY 2017-2018 AND FY 18-19 YTD \$8,260</b>

## Chapter 5

# ORANGE COUNTY GOVERNMENT – FAMILY SERVICES DEPARTMENT

### Introduction

The Orange County Family Services Department (FSD) oversees programs and services that improve the well-being of individuals, families, and communities. The FSD provides services that preserve and enhance the quality of life in the community by protecting and promoting the health and welfare of citizens through the effective planning, implementation, and management of human services, and by providing cultural and historical opportunities. Focusing on children and family services, community partnerships, education and culture, and seniors, this multi-disciplinary, diverse department serves to meet the challenges of life present in a rapidly changing metropolitan area. The overarching goal is to encourage self-sufficiency and personal responsibility, and eliminate barriers to economic opportunity, and to prepare children, youth, and families for healthy, productive lives.

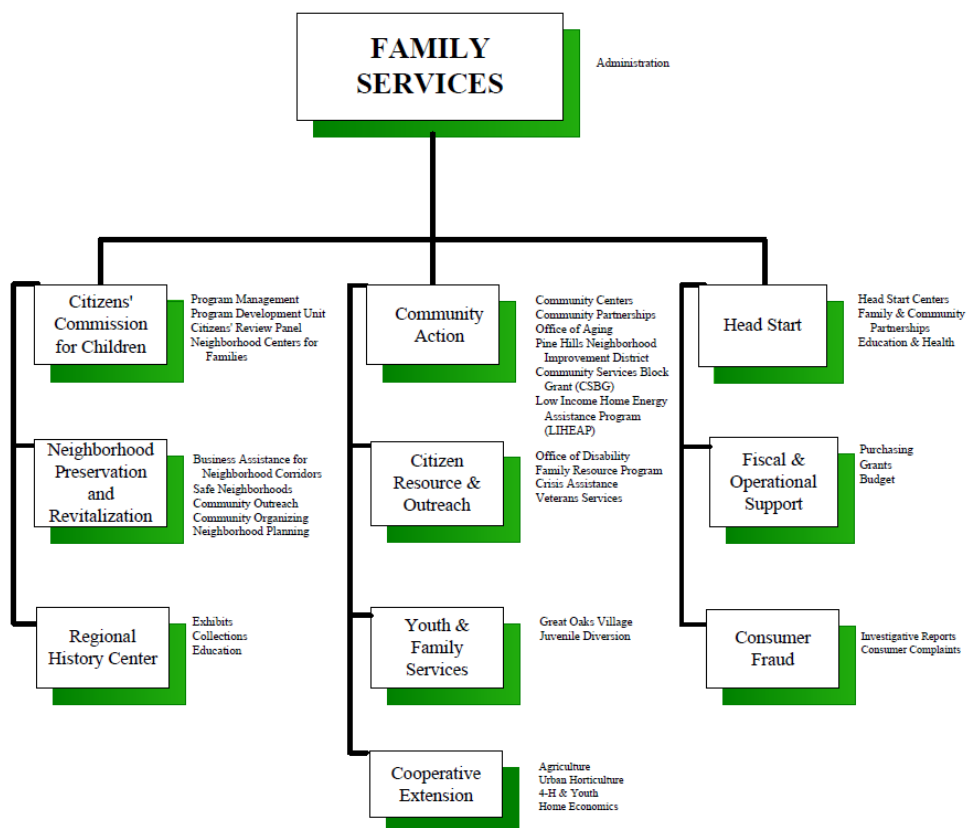


The Orange County Board of County Commissioners (BCC) provides funding for a wide range of children's services based on the determination of the mayor and commissioners; the health and well-being of the community's children is an area of critical need and concern. In FY 2016-2017, Orange County spent \$66 million in general revenue and grant funding on children's services overseen by the FSD.

The FSD is comprised of over six hundred (600) staff across ten (10) divisions:

<b>FSD Divisions</b>	<b>Staffing</b>
1. <b>Citizens' Commission for Children</b>	<b>17</b>
2. <b>Citizens Resource and Outreach</b>	<b>47</b>
3. <b>Community Action</b>	<b>66</b>
4. <b>Consumer Fraud</b>	<b>4</b>
5. <b>Cooperative Extension</b>	<b>21</b>
6. <b>Fiscal and Operational Support</b>	<b>12</b>
7. <b>Head Start</b>	<b>294</b>
8. <b>Neighborhood Preservation and Revitalization</b>	<b>14</b>
9. <b>Regional History Center</b>	<b>15</b>
10. <b>Youth and Family Services</b>	<b>138</b>
<b>Total</b>	<b>628</b>

## Family Services Department Organizational Structure FY 2017-2018



The FSD categorizes the aforementioned 10 divisions under a framework of children and family services that include a total of five (5) major program focus areas.

A program focus area covers a broad spectrum of services provided to children and families residing in Orange County. The program focus areas are designed to address the spectrum of childhood needs from 0 to 18 years old.

Orange County Government's five (5) major program focus areas are:

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

Focus Areas	Programs
<b>Early Childhood Education</b>	<p><b>Head Start</b> – Comprehensive services for children 3 – 5 years old and their parents.</p> <p><b>Community Coordinated Care for Children (4C)</b> – Child care vouchers for working parents and Early Head Start.</p> <p><b>Early Learning Coalition</b> – Voluntary Pre-Kindergarten and School Readiness Child Care</p>
<b>Educational Enrichment</b>	<p><b>Citizens' Commission for Children</b></p> <p><b>Regional History Center</b></p> <p><b>Cooperative Extension (4H)</b></p> <p><b>Boys and Girls Club</b></p> <p><b>Parks and Recreation</b></p> <p><b>Other CRP Funded Entities</b></p>
<b>Juvenile Justice/ Prevention/ Foster Care</b>	<p><b>Youth and Family Services</b> – Youth Shelter, Great Oaks Village, Department of Juvenile Justice, and Stop Now and Plan (SNAP)</p> <p><b>Department of Children and Families</b> – Community Based Care of Central Florida, Central Florida Cares</p> <p><b>Other CRP Funded Entities</b></p>
<b>Mental and Physical Health</b>	<p><b>Mental Health and Homeless Services</b></p> <p><b>Drug Free Office</b></p> <p><b>Florida Department of Health – Orange County</b></p> <p><b>Other CRP Funded Entities</b></p>
<b>Strengthening Children and Families</b>	<p><b>Citizens' Commission for Children</b></p> <p><b>Community Action</b></p> <p><b>Citizen's Resource and Outreach</b></p> <p><b>Other CRP Funded Entities</b></p>



## **EARLY CHILDHOOD EDUCATION FOCUS AREA**

### **Head Start Division**

The Orange County Head Start Division is an early childhood education program governed jointly by the Orange County BCC and the Head Start Policy Council.

Head Start provides comprehensive early childhood education to one thousand five hundred thirty-six (1,536) children 3 to 5 years old; whose families are low-income (per federal poverty level guidelines) and live in Orange County, Florida. Service offered by Head Start includes full day/full year services, voluntary pre-kindergarten, meals, special needs, developmental and behavioral support, and dual enrollment with OCPS. There are a total of twenty-two (22) Head Start Centers countywide. Of these, there are eight (8) county owned sites; ten (10) school sites; three (3) leased sites; and eighty-two (82) classrooms. Head Start is funded by a combination of federal, state, and local entities. The Policy Council, Health Services Advisory Committee, and the School Readiness Committee provide governance of Head Start programs.

The major service units of Head Start are:

- Early Childhood Education
- Parent, Family, and Community Engagement
- Medical, Dental and Disability

Major program goals for Head Start includes:

- **Goal 1:** Orange County Head Start will increase engagement of fathers/males in support of children's school readiness.
- **Goal 2:** Orange County Head Start will eliminate barriers to learning by decreasing the number of children with oral health concerns.
- **Goal 3:** Orange County Head Start will improve child outcomes by strengthening the capacity of parents becoming advocates in the lives of their children.
- **Goal 4:** Orange County Head Start will assist families to improve their financial wellness.

## **EDUCATIONAL ENRICHMENT FOCUS AREA**

### **Regional History Center Division**

The Orange County Regional History Center is the largest history museum in Central Florida and hosts three floors of exhibits covering 12,000 years of Central Florida history. The history center also has the largest collection of historic materials in the area and hosts a research library. These materials are available for public use and are used to interpret the history of the area through exhibits, programs, and publications. The history center provides a schedule of hosted events and programming for all ages including educational programming to all area youth in the K-12 school system. These programs include field trips, scout programs, summer camp programs, and various family and adult programs. Additionally, the history center hosts limited-run exhibits from the Smithsonian Institution and other national museums. The Orange County Regional History Center is funded by OCG through the FSD and the Tourist Development Tax, with additional support from the Historical Society of Central Florida, and United Arts of Central Florida.

### **Cooperative Extension Division**

The Cooperative Extension Division provides practical research-based education and consultation services to address local needs in the areas of agriculture, horticulture, natural resources, family and consumer sciences, and 4-H youth development. The Cooperative Extension Division teaches sustainable, educational, environmental, and family resources management designed to reduce the use of water and energy. The division endeavors to increase the economic viability of area communities and the development of area youth through the provision of educational, health, nutritional, social, and other services to enrolled children and families. Parents involved with their children in the division's programs and services are actively engaged in their children's learning and help them in making progress toward their educational, literacy, and employment goals.

### **Neighborhood Preservation and Revitalization**

The Neighborhood Preservation and Revitalization Division works with Orange County citizens and businesses to identify neighborhood needs and issues so that county government resources are appropriately used to help revitalize, strengthen, and preserve the physical, social, and economic value of Orange County neighborhoods. Services provided by the

division include Business Assistance for Neighborhood Corridors (BANC), Safe Neighborhoods Targeted Areas, Community Outreach, Neighborhood Organizing, and Neighborhood Planning. Community project support includes Community and Neighborhood Clean-Ups; Community Code Enforcement; Neighborhood Pride Project Funding, and Yard of the Month.

## **JUVENILE JUSTICE, PREVENTION, FOSTER CARE FOCUS AREA**

### **Youth and Family Services Division**

The Youth and Family Services Division provides a safety net for children and families in crisis in Orange County. Services include foster care group homes, youth shelter, family counseling, parent education, juvenile probation services, family stabilization services, and mental health counseling for youth. The Juvenile Assessment Center also provides an array of social service programs that link services across the division.

The Youth and Family Services Division provides the following programs:

- Great Oaks Village
- Family Counseling
- Juvenile Assessment Center
- Stop Now and Plan
- Family Preservation and Stabilization
- Oaks Community Intervention
- Youth Shelter

## **MENTAL AND PHYSICAL HEALTH FOCUS AREA**

### **Mental Health and Homeless Issues Division**

The Orange County Mental Health and Homeless Division works to ensure quality mental health services are available and accessible for individuals, families, children, and adults in this community. The division ensures that there are dedicated resources available through a network of community partners, providers, and advocacy groups. Orange County continues to lead community conversations in a continuous effort to identify better solutions and stronger outcomes for those experiencing homelessness and mental health/behavioral needs.

### **Mental Health Services for Children, Adolescents and Young Adults**

Orange County provides the leadership for Wraparound Orange, a federally supported project comprised of a community collaborative of partner agencies contracted to provide wraparound services to children, adolescents, and young adults. Wraparound is a nationally recognized

model, provides intensive care coordination and management for children, adolescents, and young adults experiencing a behavioral/emotional/mental health and/or substance abuse disorder and their families. Wraparound Orange provides services to those 0 to 21 years old and is effective in keeping children, adolescents, and young adults in their home, school, and community.

### **Drug Free Office**

The Drug Free Office provides educational support for substance abuse prevention, education, enforcement, and treatment for children, youth, and families. Youth program activities include Alcohol Literacy Curriculum (NREPP) Train-the-Trainer, Youth Gospel Rave; Youth Ambassadors Drug Prevention Program; Alcohol, Marijuana, RX Drugs and Tobacco Prevention Peer to Peer Drug Education/Training; Youth Leadership Training; Red Ribbon Celebration, Poster, Essay and PSA Contest; Meet the Judge Prevention Program; MADD Power of Youth/Youth In Action; Family Day; and SAMHSA Reach Out Now Alcohol Prevention Program.

## **STRENGTHENING CHILDREN AND FAMILIES FOCUS AREAS**

### **Citizens' Commission for Children**

The Citizens' Commission for Children (CCC) Division funds, evaluates, monitors, and administers contracts that specifically address the needs of children, youth, and families in Orange County. The CCC funds thirteen (13) Neighborhood Centers for Families (NCFs) that consist of numerous collaborative agencies using the one-stop-shop for human services Family Support Model. The CCC funds the After-School Zone (ASZ) program at twenty-eight (28) Orange County middle schools. The CCC provides oversight and management for the CRP who facilitates a process for funding human service programs throughout Orange County. Programs include Neighborhood Centers for Families, After School Zones, and Citizens Review Panel.

### **Community Action Division**

The Community Action Division operates eight (8) community centers that are one-stop community focused facilities. These outreach facilities provide services to assist the needs of low-income citizens through education, recreation, social services, and financial resources.

Community Action is a recipient of a Community Services Block Grant (CSBG), which is used to assist families in becoming self-sufficient. The division also administers a Low-Income Home Energy Assistance Program (LIHEAP) that is used to assist low-income households in paying their home energy bills and weatherization to assist low-income citizens of Orange County. Programs include Community Outreach Centers (8), Family Self-Sufficiency Program, Low Income Housing Energy Assistance Program, Weatherization Assistance Program, and Pine Hills Neighborhood Improvement District.

### **Citizens Resource and Outreach Division**

The Citizen Resource and Outreach Division promotes self-sufficiency by providing a number of services including financial assistance to citizens experiencing temporary crisis, benefit and claims assistance to veterans, supportive housing assistance to chronically homeless and disabled, and educational outreach and referral services to those with disabilities. The division also provides referrals to internal and external organizations based on need and eligibility. Programs include Crisis Assistance Program (CAP), Family Resources Program (FRP), and Shelter Plus Care Program (SPC).

### **Consumer Fraud Division**

The Consumer Fraud Division processes consumer complaints and initiates investigations into alleged unfair and deceptive business practices and attempts to resolve them. The division also issues civil citations against unlicensed contractors operating in unincorporated Orange County. It refers complaints to other agencies, as appropriate, and educates and informs Orange County citizens on consumer issues through meetings, media interviews, telephone inquiries, and the development and distribution of informational brochures.

### **BOARD GOVERNANCE**

The FSD utilizes governance boards to provide oversight and guidance and advises on the department's mission, agenda, and service delivery objectives on behalf of Orange County. The FSD has governance boards with advisory and guidance responsibilities for the Orange County FSD that are primarily focused on supporting Children and Family Services in Orange County. These boards include the following:

- Children and Family Services Board-Youth and Family Services

- Citizens' Commission for Children - CCC Board
- Citizens Review Panel For Human Services - CRP
- Commission on Aging
- Community Action Board - CA
- Disability Advisory Board
- Pine Hills Local Government Neighborhood Improvement District Advisory Council
- Head Start Policy Council
- Neighborhood Grants Board
- Historical Society of Central Florida Inc. Board

The CRP operates under the CCC and conducts reviews and evaluates funding proposals from nonprofit organizations and coordinates the allocation and distribution of human services funding to nonprofit organizations throughout Orange County. The BCC created the CRP in 1996, for the purpose of reviewing, evaluation, and recommending county funding to nonprofit human service agencies. The twenty-five (25) member panel provides numerous volunteer hours on an annual basis to assist in the evaluation, selection, and fund allocation process. They participate in training sessions and are provided with information such as needs assessments, local, state, and national trends, and other county divisions (Neighborhood Centers for Families, Community Centers, etc.) along with the 211 data on calls for services, and external information from municipalities prior to making informed decisions on funding.

## **FAMILY SERVICES DEPARTMENT MAJOR ACCOMPLISHMENTS**

### **FY 2016-2017:**

- The Veterans' Services Program filed approximately 1,300 new claims for veterans to assist them in obtaining benefits from the Veterans Administration.
- Created a partnership with OCPS that focused on rapidly rehousing families with minor children.
- The Office on Disability partnered with the National Disability Institute and other partners to host a Financial Inclusion Summit, designed to improve access to financial services for individuals with disabilities.

- Provided services to more than 1,900 families at risk of becoming homeless by answering more than 14,000 calls for assistance, providing almost \$1 million dollars in direct constituent assistance and case management services.
- The Low-Income Home Energy Assistance Program (LIHEAP) and CSBG Self Sufficiency Program helped provide assistance to 10,252 clients.
- CSBG partnered with Head Start to launch the Getting Ahead/Staying Ahead Program to help move individuals from poverty to self-sufficiency.
- The Consumer Fraud Office filed 25 criminal cases with the Office of the State Attorney.
- The Consumer Fraud Office continued the enforcement of Chapter 35 of the Orange County Code dealing with non-consent towing, resulting in a marked reduction of complaints. A total of 58 towing cases were generated.
- The Consumer Fraud Office mediated over 1,111 consumer complaints filed by county citizens and visitors.
- The Consumer Fraud Office recovered over \$5.7 million in non-litigated restitutions mainly from timeshare contracts cancellations.
- The Cooperative Extension Division coordinated 520 volunteers who donated over 25,000 hours of service at an in-kind value of almost \$600,000 to the citizens of Orange County.
- Volunteers included Master Gardeners, 4-H youth and adults, home and community educators, advisory committees, and Lake watch volunteers.
- Conducted 1,201 nutrition education classes utilizing a USDA grant focusing on children of low-income families. The curriculum used has been shown to increase FCAT test scores in elementary school age children.
- Head Start co-hosted the 2016-2017 Florida Head Start Association Conference with over 400 attendees and raised over \$1,500 for silent auction items.

- Head Start implemented the Getting Ahead in a Just Getting by World Parenting curriculum and 19 parents completed the 15-week course achieving goals leading toward self-sufficiency.
- 91% of the 810 children in the Head Start program transitioning to kindergarten obtained all skills required for Florida State Standards for Kindergarten Readiness.
- Head Start held the first Mental Wellness and Disabilities Health Conference for parents of children with special needs.
- The Neighborhood Preservation and Revitalization Division assisted 17 businesses through the Business Assistance for Neighborhood Corridors (BANC) Program to help revitalize business corridors in older neighborhoods.
- The Neighborhood Preservation and Revitalization Division held the Mayor's Youth Leadership Conference for 220 high school students.
- The Neighborhood Preservation and Revitalization Division provided 47 grants to neighborhood organizations for beautification, wall repair, and neighborhood enhancement projects.
- The Neighborhood Preservation and Revitalization Division managed an Off-Duty Deputy Program that has helped to deter crime, particularly residential burglaries, and providing nearly 3,500 hours in patrols.
- Great Oaks Village and the youth shelter served a total of 978 youth in the residential programs last year. Great Oaks Village had four (4) youth graduate from high school last year and all youth continued on to college.

## **FAMILY SERVICE DEPARTMENT PERFORMANCE MEASURES AND OUTCOMES**

Forefront conducted an information request that required each division of the Orange County FSD to submit evidence of current outcomes achieved by the business unit of each division over the last year. A business unit is commonly defined by the FSD as a program area that delivers a specific service under a division. Each division of the FSD provided a limited number of outcomes related to the specific array of services that they deliver. The outcomes documented in this report were provided directly from each respective division.



## Orange County Government Performance-Based Measurement System (PBMS)

Orange County's PBMS is 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 to determine if the purpose of a program is being achieved. Service outcomes are evaluated with regards to workload, effectiveness, and efficiency.

Under the current organizational structure, county departments consist of many operating divisions; therefore, the department's PBMS information in the budget document represents selected measures for the department. The selected information is by no means the full extent of the performance measurement system. Department and supporting divisions are continuously gathering and evaluating other performance related data to help manage and improve productivity. FSD managers are required to track and report performance measures for each of the divisions they are responsible for to reflect the level and quality of services provided.

Below are selected key performance measures reported by the divisions within FSD for the 2016-2017 fiscal year: These key performance-based measures include actuals for FY 2016-2017 and the targets for FY 2017-2018 and FY 2018-2019. The methodology and computation of these measures is submitted and then reviewed by the OMB on an annual basis.

Key Performance Measures	FY 2016- 2017 Actual	FY 2017- 2018 Target	FY 2018- 2019 Target
<b><i>Citizens' Commission for Children</i></b>			
- Number of NCF Clients Served	23,652	16,000	18,000
- % of Clients on Track to Meet Program Guidelines	96%	94%	94%
- Cost Per Client Contact Hour	\$59.32	\$54.00	\$58.00
<b><i>Community Action</i></b>			
- Number of Clients Served	7,771	11,000	9,000
- Number of Community Center Visits	381,282	475,000	475,000
% of Clients Whose Household Income/Benefits Increased	New	New	80%
<b><i>Consumer Fraud</i></b>			
- Number of Cases Investigated	1088	1,000	1,000
- Number of Customer Contacts	7044	7,000	7,000

**Cooperative Extension Services**

- Total Number of Participants in All Educational Programs	195,339	250,000	230,000
- Gain in Knowledge of Sample Participants	91%	90%	90%
Results are based on surveys and scores from pre and post tests.			
- Number of Clients Provided Environmental Education	92,926	120,000	115,000

**Head Start**

- Average Daily Attendance (% of Enrollees)	92%	90%	90%
- % of Program Areas Meeting or Exceeding Critical Outcomes	93%	100%	100%
- Cost Per Child	\$9,645	\$ 9,780	\$ 9,780

**Regional History Center**

- Number of Visitors	91,334	80,000	80,000
- % Satisfaction from Visitors' Surveys	93%	91%	91%
- Operating Cost Per Visitor	\$23.42	\$28.50	\$28.50

**Neighborhood Preservation and Revitalization**

- Grant Funds Awarded	\$214,767	\$ 250,000	\$ 260,000
- Number of Grants Awarded	52	80	90
- Number of Community Meetings Attended	379	300	310
- Number of Citizen Volunteer Hours	1,030	2,000	2,025
- Number of Off-Duty Deputy Hours	4,481	4,680	4,700

**Youth and Family Services**

- Number of Clients Served	5,402	5,000	5,000
- % of Service Measures Meeting or Exceed. Critical Outcomes	97%	90%	90%

## OUTCOMES

### Citizens' Commission for Children

The Citizens' Commission for Children Division funds, evaluates, monitors, and administers contracts that specifically address the needs of children, youth, and families in Orange County. The CCC funds thirteen (13) Neighborhood Centers for Families (NCFs) that consist of numerous collaborative agencies using the one-stop-shop for human services Family Support Model. The CCC funds the After-School Zone (ASZ) program at twenty-nine (29) Orange County middle schools. The CCC provides oversight and management for the CRP), which facilitates a process for funding human service programs throughout Orange County. In 2016-2017, the CCC served 23,652 clients in its Neighborhood Centers for Families with 96% of

clients meeting program guidelines. 14,910 students were served in the After-School Zone and 69,239 clients were served through the Citizens' Review Panel.

- 91% of core group students, participating in CCC funded programs/services, achieved academic outcomes. Indicators included but were not limited to, maintaining a grade point average of 2.0 or more; not receiving or achieved a reduction in disciplinary referrals; demonstrated increased scores in reading, math, and/or English; and not being truant.
- 98% of core group families, participating in CCC funded programs/services, achieved family stability. Indicators included but were not limited to successful completion of case management and/or treatment plans; increased parenting skills; establishing a safety net for children and families.
- 98% of core group youth, participating in CCC funded programs/services, did not have initial or repeat involvement with the juvenile justice system.
- 94% of core group children and families, receiving CCC funded programs/services, maintained stability or demonstrated improved mental and physical health. Indicators included, but were not limited to, receiving medical or nursing services, including vaccinations and pediatric wellness visits; demonstrated proficient use of specialized medical equipment; students receiving school-based nursing services were returned to class; demonstrated maintained or improved health.
- 76% of core group families, participating in CCC funded programs/services, successfully obtained employment, increased employability skills, and/or enrolled in a continuing education program.
- 100% of eligible children and families referred to CCC funded child care slots received child care placement with no wait list.

### **Citizen Resource and Outreach Division**

The goal of the Family Resource Program is to promote self-sufficiency for Orange County citizens who are at risk due to health, disability, age or other circumstances beyond their control by identifying needs and providing the appropriate resources. Services provided through case

management may include advocacy, home visits, financial assistance, budget counseling and referrals to other providers.

- **Shelter Plus Care**  
At least 90% of chronically homeless funded clients 63 will remain housed  
Outcome: 5,863 clients remained housed – 92%
- **Crisis Assistance Program**  
1,200 households will be stabilized to prevent eviction  
Outcome: 1,104/1200 (92%) were stabilized
- **Veterans Program**  
At least 50% of new clients (3,341) will have a claim filed for benefits  
Outcome: 1,918/3,341 clients had new claims filed (57%)

### **Community Action Division**

Enhancing the quality of life by eliminating the causes and consequences of poverty by mobilizing and directing resources through collaboration of partnerships by providing accessible quality programs that assist, educate, and promote self-sufficiency.

In FY 2016 - 2017 Community Action served 7,771 clients with 381,282 community center visits and an average of four (4) visits per client.

- **Unemployed and Obtained Job**  
Goal 85, achieved 99 (116%)
- **Maintain Job 90 Days or More**  
Goal 30, achieved 39 (130%)
- **Obtained Increase in Income or Benefits**  
Goal 25, achieved 25 (100%)
- **Completed GED**  
Goal 5, achieved 7 (140%)

### **Youth and Family Services Division**

The Youth and Family Services (Y&FS) Division provides a safety net for children and families in crisis in Orange County. Services include foster care group homes, youth shelter, family counseling, parent education, juvenile probation services, family stabilization services, and mental health counseling for youth. The Juvenile Assessment Center also provides an array

of social service programs that link services across the division. In FY 2016 - 2017 the Y&FS Division served 5,402 unduplicated clients of which 97% met critical program outcomes.

- Great Oaks Village
  - Baseline: 2017 - 1st Nine Weeks Cottage GPA's average GPA = 1.81
  - Improvement: 2018 - 1st Nine Weeks Cottage GPA=2.53. (40% improvement)
- Youth Shelter/Family Counseling (CINS/FINS)
  - Target: 75% of youth completing services will report attending school regularly at 30 and 60 day follow up.
  - Outcome: 88% after 30 day follow up and 86% after 60-day follow up attended school regularly.
  - Target: 97% of residential/non-residential youth will have no arrests during these services.
  - Outcome: 98% of residential/nonresidential youth had no arrests during services.

## **MENTAL HEALTH AND HOMELESS SERVICES**

### **Community Youth Mental Health**

According to national statistics, 50% of lifetime mental health issues present before 14 years old and 75% present before 24 years old. By placing an emphasis on earlier mental health identification and treatment, Orange County would be proactive instead of reactive to the mental health needs of the community's youth and help to reduce unreported or delayed treatment for youth mental health concerns. This could potentially have an impact on issues that result from youth mental health issues such as juvenile justice involvement and youth homelessness.

Orange County Government, its community partners, and stakeholders have worked with the Orange County Youth Mental Health Commission (YMHC) beginning in 2013, to help improve the state of mental health for Orange County youth. Orange County Government and its partners uses innovative measures such as blending and braided funding, the use of evidence-based practices, comprehensive service navigation and youth/family driven focus for services. This has led to Orange County obtaining an intensive in-home family therapy team (Community Action Team –CAT), expanded Wrap Around Orange services for youth up to 21

years old, a Department of Children and Families (DCF) grant for additional substance abuse intervention services, implementation of a mobile crisis unit, creation of a mental health anti-stigma media event, and the development of the innovative Breakthrough pilot project.

The Breakthrough pilot project is a collaboration of community partners working to assist families of youth between 13 to 16 years old with two or more inpatient hospitalizations. The project has the following features:

- Partnerships with six (6) major youth mental health agencies,
- The use of a web-based navigation system to allow providers to send and receive referrals,
- The assignment of a Family Support Navigator to each family to help them engage and navigate the mental health system,
- The development of shared common System of Care values which are family driven, culturally and linguistically competent, coordinated, and focused on early prevention and intervention,
- Blending and braiding of private and public funding to provide flexibility to pay for youth mental health services not covered by third-party payments.

Preliminary findings from the University of Central Florida indicate the Breakthrough pilot project has helped participating families to significantly reduce instances of re-hospitalizations and, in some cases, eliminate re-hospitalizations altogether. Of the twenty-five (25) youth in the pilot group, each had an average of 5.87 previous hospitalizations. Since working with the Breakthrough pilot project, 56% of youth had no additional Baker Act actions and of the 44% of youth who did have additional Baker Act actions their rate of admissions was reduced from approximately eight (8) to two (2) admissions.

Orange County Government should work in partnership with Orange County Public Schools (OCPS) to leverage their joint resources to address the needs of youth in the community. OCPS touches the lives of the overwhelming majority of youth in Orange County. The Youth and Mental Health Commission would like to share its SPIRIT navigation system with OCPS

allowing the school district to access and make services recommendations based on a common assessment, track referrals, outcomes, and progress.

Some of the 2016 Nemours Children's Health System Child and Adolescent Health Needs Report (Brevard, Osceola, Orange and Seminole) are as follows:

#### Overall Mental Health

9.1% of Orange County caregivers reported their child's mental health was fair or poor as compared to 5.5% U.S. average.

#### Lack of Access in Central Florida

42.9% of caregivers reported of all healthcare services available in Central Florida, mental health was the hardest to access.

African American children are disproportionally represented.

In 2016, 16% of the parents who reported their children needed mental health services in the last year were for black youth.

#### Youth and Depression

Of the youth diagnosed with depression

- 15.2% were from very low income.
- 6.6% were low income.
- 10.2% were 13 to 17 years old.
- 8.4% were Hispanic.

#### State of Mental Health in America

Florida has poor access to care for youth with a ranking of 37<sup>th</sup>.

10.1% of Florida kids with private insurance are not covered for mental health services.

#### 2018 Robert Wood Johnson Foundation County Health Rankings Report

Orange County is ranked as 19<sup>th</sup> in the state for health factors and 15<sup>th</sup> in the state for health outcomes.

### In Orange County

- 22% of children in the county live in poverty.
- 78% graduate high school.
- 39% of children in the county live in a single parent household.

Increased or enhanced strategic partnerships between OCG, OCPS, and the Florida Department of Children and Families (DCF) will help ensure the youth of Orange County have a seamless system of care where their mental health issues can be identified as early as possible and where they receive the appropriate treatment throughout their childhood.

### Homelessness

Orange County is committed to the goal of ensuring that homelessness is limited to a brief, one-time occurrence. To accomplish this goal, Orange County and neighboring communities work together through the Homeless Services Network (HSN) of Central Florida and the Central Florida Commission on Homelessness (CFCH) through a structure called the “Continuum of Care” (CoC) to help align services and planning in conjunction with federal funding throughout Central Florida. Through this design, the central Florida area government organizations work side by side with other regional private, faith-based, and public partners to address the issue of homelessness. The Central Florida CoC includes: Orange, Osceola, and Seminole counties, along with the cities of Orlando, Kissimmee, and Sanford.

In recent years, Orange County, along with similar communities across the nation, has worked to realign the investment of homeless services and initiatives to be in alignment with the federal housing-first model. Housing-first is an approach to end homelessness that centers on facilitating permanent housing first and then providing services and resources as needed. Orange County Government remains the single largest funder of public services for the homeless in Central Florida. Currently, Orange County funds more than \$5 million annually for a vast array of services, including housing, supportive services, crisis assistance, eviction prevention, and mental health and substance abuse assessment.

In FY 2016-2017, Orange County budgeted more than \$4.5 million dollars for targeted family and homeless services, as part of the overall strategy to impact homelessness. Additionally,



Orange County has allocated a total of \$5 million of INVEST in Our Home for Life funds, to be leveraged with other resources to create new affordable units for low- and very low-income households.

#### Regional Student Homelessness Comparison

Students Eligible for McKinney-Vento Services (Federal Education for Homeless Children and Youth (EHCY) Program) 2015–16 School Year (the most recent year for which data were available).			
Category	Orange County	Osceola County	Seminole County
Number of Local Education Agencies	1	1	1
Total number of eligible students	6,835	3,561	1,897
Students who were unaccompanied youth	344	73	113
Students living in hotels or motels	1,642	942	289
Unsheltered students	76	93	22
Sheltered students	448	87	149
Doubled-up students	4,669	2,439	1,437
Students with disabilities	1,065	533	396
Students with limited English proficiency	1,036	961	141
Migrant students	13	6	Missing

The Homeless Services Network of Central Florida serves as the lead agency for the Continuum of Care (CoC) of homeless services in Orange, Osceola, and Seminole Counties. This agency receives a broad range of funding from diverse sources including the U.S. Department of Housing and Urban Development (HUD), Orange County Government, the Florida Department of Children and Families, the City of Orlando and Orlando Community Reinvestment.

The 2016 Central Florida CoC Highlights included the following funding and housing highlights:<sup>25</sup>

- Success in the competitive HUD Continuum of Care 2015 application (announced and awarded in 2016) to shifted resources to create approximately 138 additional rental

<sup>25</sup> [https://www.centralfloridacoc.org/?page\\_id=9](https://www.centralfloridacoc.org/?page_id=9)

- assistance vouchers for chronically homeless households and assistance for approximately 82 families and youth to be assisted with rapid rehousing at any given time. This funding included the largest single new grant award in the state. These contracts were signed in November 2016 opening the door for new housing placements.
- Success in the competitive HUD Continuum of Care 2016 application bringing \$7.4M to the region.
  - Successful competitive application to DCF for \$199,000 in Emergency Solutions Grant (ESG) to be used for rapid rehousing in Seminole and Osceola counties, expanding capacity by approximately 20 households at a given time.
  - Successful competitive application to DCF for \$205,000 for Bridge Housing funding as part of the 2016 Challenge Grant.
  - Administered \$2.7M in funding for ending homelessness among veterans.
  - Investment of \$1.5M by Orange County for a Rapid Rehousing project to serve between 120 -150 families each year.
  - Investment of \$600,000 Rental Assistance project funded by City of Orlando to house 55 chronically homeless households.
  - Investment of \$500,000 Relocation Assistance project funded by Orlando Community Reinvestment to house 45 chronically homeless households.
  - Investment of \$500,000 by Orange County to provide supportive services to an estimated 125 chronically homeless individuals and families.
  - Successful competitive application for regional HOPWA funds to provide rental assistance to 25 homeless persons who are HIV positive.

## Chapter 6

# ORANGE COUNTY COMMUNITY LEVEL YOUTH NEEDS ASSESSMENT

### **Community Level Assessment Framework**

One component of Forefront's scope of work engagement with Orange County Government involved developing a framework and conducting an in-depth assessment of the service needs of Orange County youth from birth to 18 years of age. Forefront research consultants adopted the well-researched Communities That Care (CTC) prevention model as the framework for conducting the proposed in-depth assessment. 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 has been long recognized as a viable framework to support positive youth development and prevention services. 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).

The research team analyzed individual and community-level variables in accordance with the four (4) domains outlined in the CTC model; community, school, individual, and family, to identify the strongest predictive and protective factors impacting juvenile recidivism (Nelson, 1998). The CTC model has been empirically validated across a range of antisocial behaviors for youth (Hawkins, Catalano, & Miller 1992; Nelson 1998; Kim, Gloppen, Rhew, Oesterle, & Hawkins 2015; Kuklinski, Fagan, Hawkins, Briney, & Catalano 2015; Shapiro, Oesterle, & Hawkins 2015; Rhew *et al.*, 2016). A summary of each of the four (4) domains has been provided below:

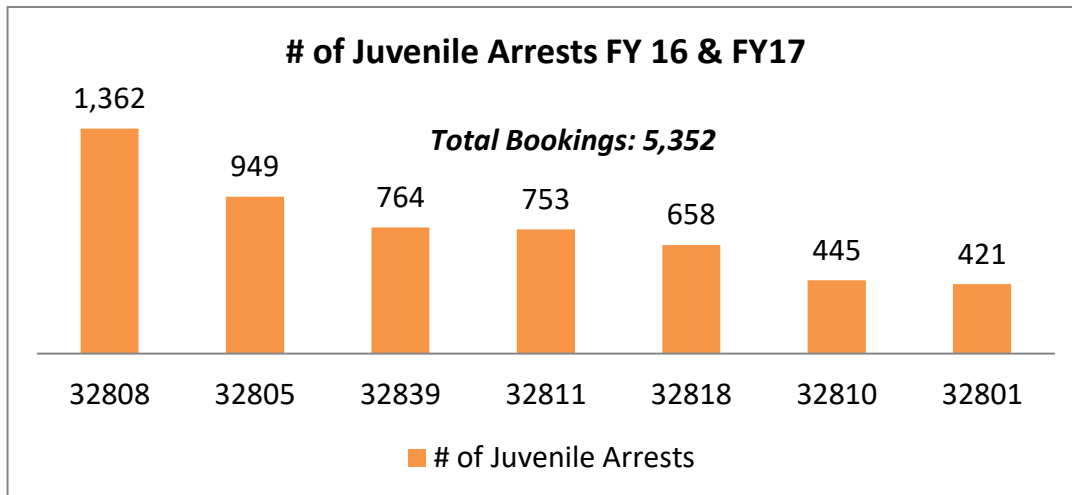
## **Community Domain**

A neighborhood or a community may be defined as an area inhabited by people living in close geographical proximity to each other, within a larger territory; typically, a city, having relatively fluid boundaries, but possessing a unique identity and character that is recognizable to its residents and non-residents. The risk and protective processes inherent within them may identify neighborhoods. The risk processes are associated with problematic individual outcomes such as delinquency, while neighborhood protective processes include its resources and strengths which may serve to buffer risks and promote healthy outcomes (Dalton et al., 2007). Efforts to depict risk processes in neighborhoods often consist of statistical comparisons of rates of poverty, employment and educational levels, and incidence of crime with other neighborhoods. These measures represent tangible risks, which affect the physical, mental and social functioning, development, and well-being of those who reside within these communities. Explanations of the neighborhood/community's role in shaping the outcomes of youth, and particularly delinquency, are many. Structural characteristics of communities inclusive of high rates of poverty, unemployment, and under-education; under-resourced neighborhoods; poor housing stock characterized by features such as overcrowding and physical deterioration; and higher rates of juvenile delinquency (<http://www.ncgeed.org/juvcorr.htm>) within neighborhoods. Other community factors that have been investigated are social disorganization depicted by high residential mobility, low socioeconomic status, and racial/ethnic heterogeneity (Sampson & Groves, 1989). The community's influence on the behavior of youth should not be underestimated. An effective aftercare strategy must involve community participation and a working knowledge of the residents and resources in the community. As previously noted, the environments in which they live can impact a youth's social and physical growth and development. To this end, Orange County juvenile arrests, juvenile detention, and adult arrest data were analyzed by the CTC research team to assess the community environment and its potential influence on youth behavior and social development.

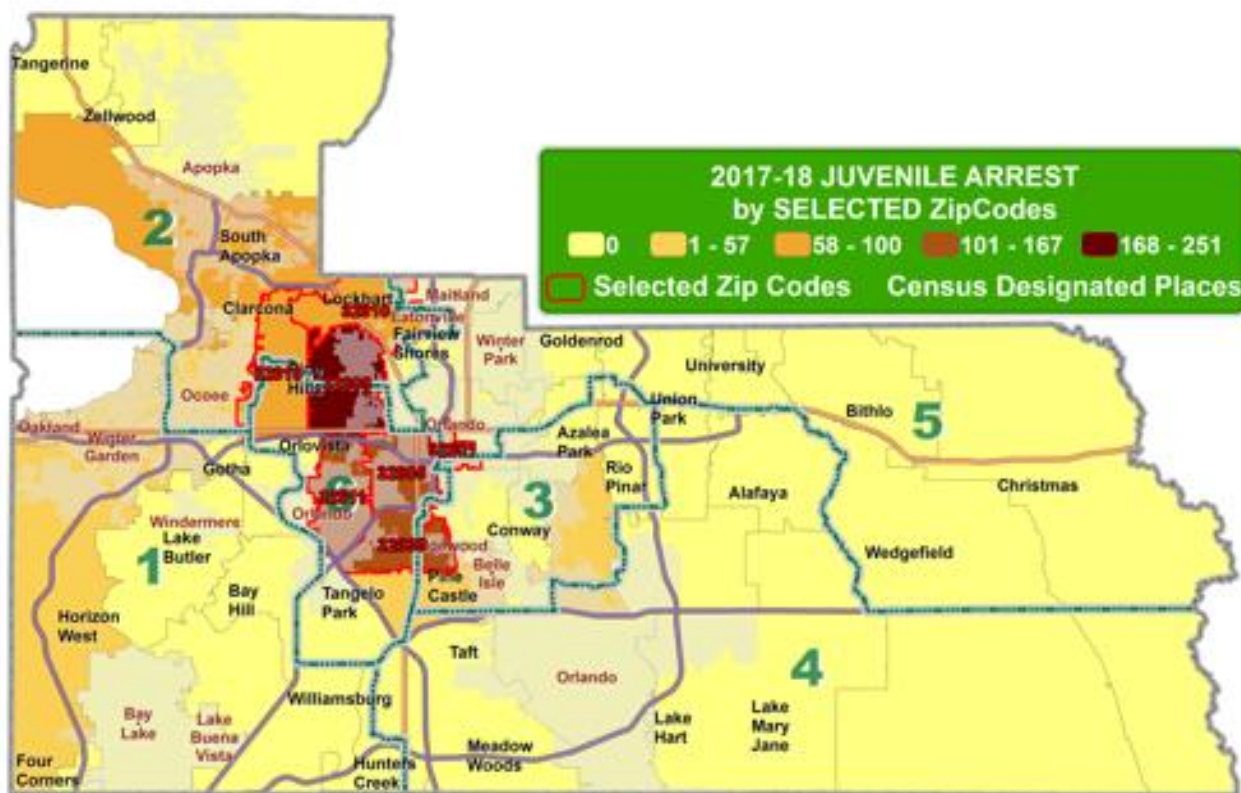
## **Juvenile Arrests**

According to the 2017 Florida Department of Juvenile Justice (DJJ) Delinquency Profile, the racial composition of Florida's 1,877,569 youth population between the ages of 10-17 consists of 45% White (non-Hispanic), 31% Hispanic, 21% Black (non-Hispanic), and 3% other. Orange County's youth population consisted of 133,773 youth between the ages of 10-17. Males accounted for 51% (68,074) and females 49% (65,699) of the population. The racial/ethnic composition consisted of Hispanic 36% (47,824), White (non-Hispanic) 34% (45,081) Black (non-Hispanic) 25% (33,018) and 6% (7,850) other.

During FY 2016-2017 and FY 2017-2018 there were more than 10,000 juvenile arrests in Orange County. A review of Florida statewide juvenile arrest data revealed that in 2017, Black youth accounted for 52%, White youth 33%, and Hispanic youth 15%. In Orange County, Black youth accounted for approximately 62% (6,232) of the unduplicated juvenile delinquency arrests over the past two (2) fiscal years which was 10% higher than the percentage of Black juvenile arrests statewide (52%) and 6% higher for Orange County Hispanic youth at 20% (2,076). In contrast, White juvenile arrests (17%) in Orange County were 16% lower than the statewide average of 33%. Further, Black males accounted for 59% (3,155) of the 5,384 unduplicated juvenile arrests over the past two (2) fiscal years (FY 2016-2017 and FY 2017-2018). Most of this population resided in specific neighborhoods and zip code areas. Black males also comprised a significant portion of the Orange County Jail population; this issue will be explored further in another section of this report.



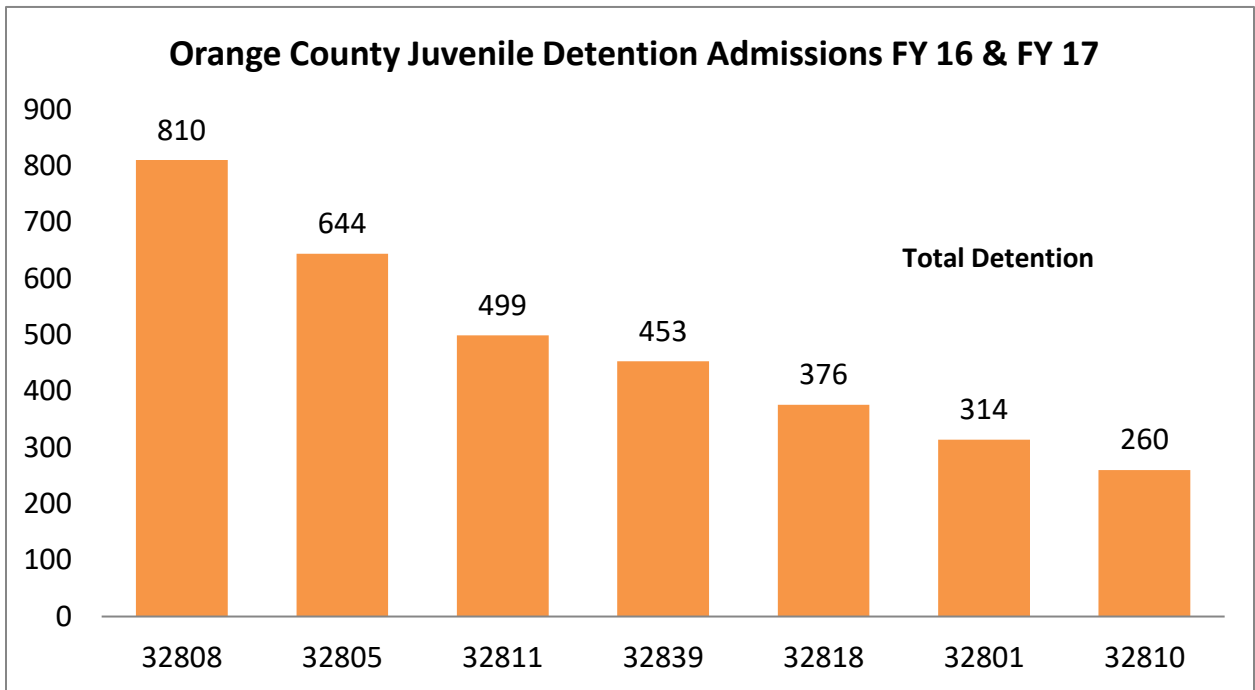
Upon further analyzing juvenile arrests at the community level, it was revealed that seven (7) of the fifty-three (53) identified residential zip codes in Orange County accounted for more than 50% (5,352) of all juvenile arrests in Orange County over the past two (2) fiscal years. These zip codes have been represented on the list of areas with the highest volume of delinquency arrests in Orange County since DJJ started publishing delinquency data by zip codes in 2001. The Map below provides a visual representation of juvenile arrests by zip code for 2017-2018. The highest concentration of arrests occurred in Orange County Commission Districts 2 and 6.



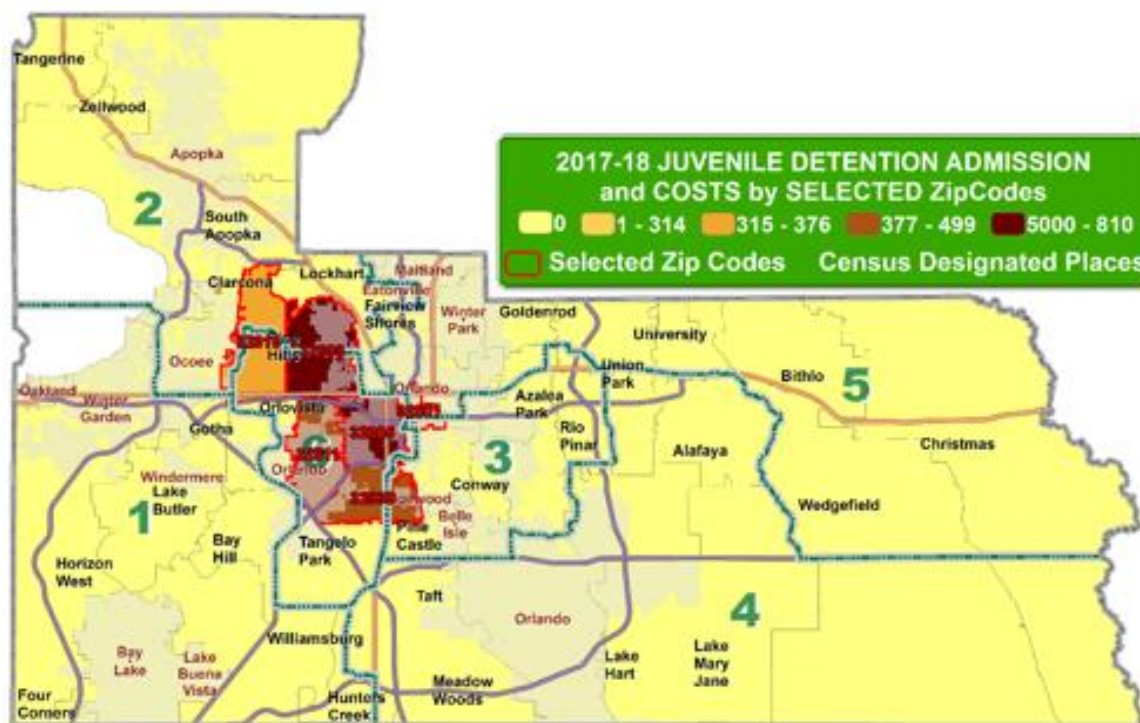
### Juvenile Detention Admissions

Another indicator that the researchers used to assess the safety and well-being of youth at the community level was Orange County Juvenile Detention Center admissions, although all youth arrested are not placed in detention. Their score on the Juvenile Risk Assessment Instrument (JRAI) mostly determines whether a youth is placed in detention after arrest. There were more than 5,384 youth admitted into the Orange County Detention Center during the past two (2) fiscal years (FY's 2016-2017 and 2017-2018). Nearly 60% (3,155) of Orange County juvenile detention admissions over the identified period were Black males. Hispanic males (13%), Black females (11%), White males (9%), White females (4%), and Hispanic females (4%) accounted for the remaining juvenile detention admissions in Orange County over the past two (2) fiscal years. Like the distribution and volume of juvenile arrests in Orange County, more than 60% (3,356) of the youth admitted into the Orange County Juvenile Detention Center resided in the seven (7) previously identified zip codes (see Map below). The highest

concentration of juvenile detention admissions also occurred in Orange County Commission Districts 2 and 6.





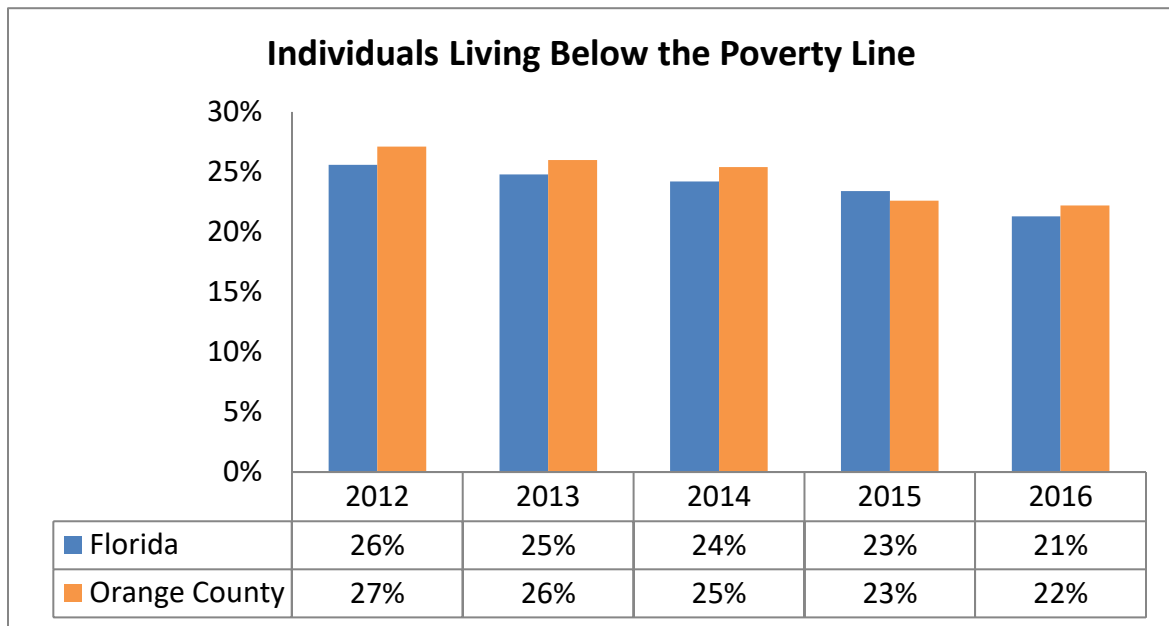


Although DJJ operates the Orange County Juvenile Detention Center, OCG, as stipulated in Senate Bill 1322, is responsible for sharing some of the costs associated with the care, custody and operation of the facility. Orange County's share of detention costs was \$3.2 million which was expended on youth residing in the seven (7) zip codes listed above. Males accounted for 81% (2,053) of the Orange County Juvenile Detention Center admissions during FY 2017-2018 at an estimated cost of \$4.2 million. Black youth accounted for approximately 70% (1,769) of the youth admitted into the Orange County Juvenile Detention Center during the 2017-2018 fiscal year at an estimated cost of \$3.6 million. More specifically, Black males who comprise approximately 13% of Orange County's 10 -17 youth population, accounted for 60% (1,452) of all Orange County Juvenile Detention Center admissions during FY 2017-2018 at a cost of almost \$3 million to Orange County.

### Poverty Level

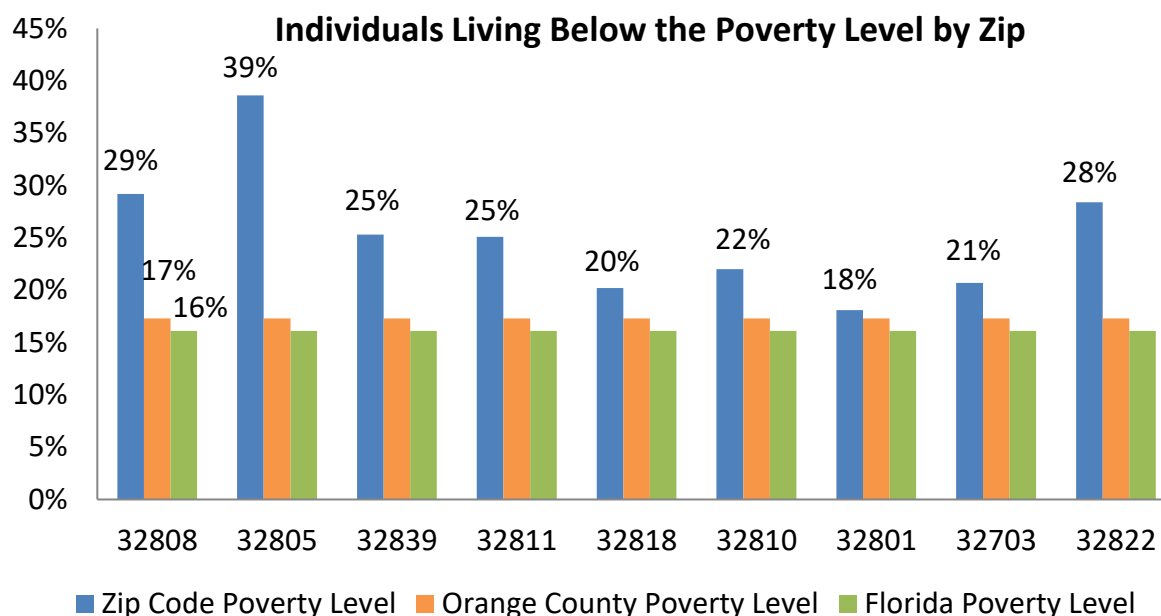
Numerous studies have examined the negative impact of poverty on the growth and social development of youth. According to the U.S. Census Bureau 2012-2016 American Community Survey 5-Year Estimates, more than 200,000 individuals, including 69,000 youth under the

age of 18 were identified as living below the poverty level in Orange County Florida in 2016.



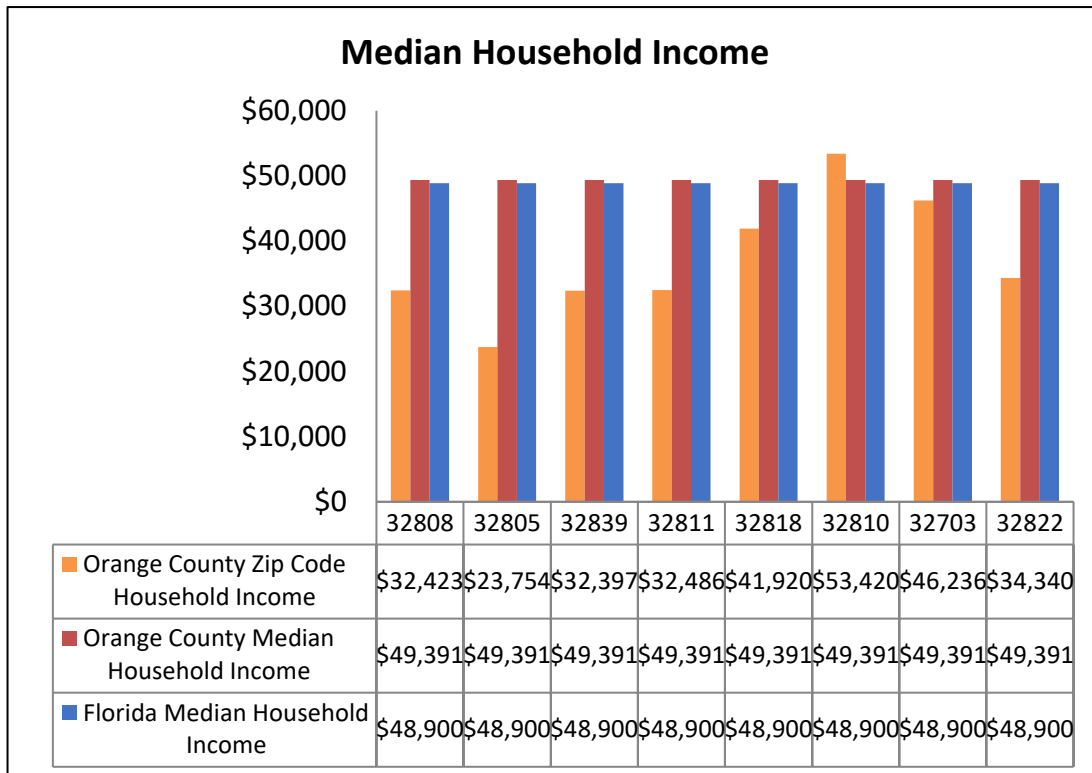
The percentage (17.3%) of Orange County residents living below the poverty level was slightly higher than statewide percentage (16.1%). All Orange County zip codes that had high rates of juvenile arrests had poverty levels higher than the county and state averages. With a poverty level of 38.6%, zip code 32805 had the highest percentage of individuals living below the poverty level in Orange County. This zip code also had the second highest number of juvenile arrests in Orange County. Although zip code 32808 had the second highest percentage (29.2%) of individuals living below poverty, it had the highest number of juvenile arrests in Orange County. The zip codes that were ranked third and fourth both reflected 25% of its residents living below the poverty level. While the fifth rank Zip Code (32818) had 20% of its population who resided below the poverty level; the sixth rank Zip Code (32810) had more of its residents (22%) who lived below the poverty level. Zip Code 32801, which was ranked seventh, had the lowest rate of its residents who were below the poverty level. This may be attributed to the mix use upscale housing in the downtown Orlando area. Eighth ranked Zip Code 32703 had 20.7%

of its residents who lived below the poverty line; whereas, ninth ranked zip code 32822 had 28.4% of its population who resided below the poverty level. While more research is needed to understand the relationship between poverty and arrest data, the data revealed that in zip codes with higher rates of arrest also had higher percentage of its residents who lived below the poverty level.



According to the United States Census Bureau *2012-2016 American Community Survey 5-Year Estimates*, the median household income for Florida was \$48,900 and \$49,391 for Orange County. All Orange County zip codes (except for zip code 32801) which had high rates of juvenile arrests had a median household income less than the county and state averages. With a median household income of \$23,754, zip code 32805, had the second highest juvenile arrest rate in Orange County, and also had a lower median household income than the state. This zip code also had a lower reported median household income average than the other zip codes included in this report. Zip codes 32808 – 1<sup>st</sup> rank (\$32,423), 32839 – 3<sup>rd</sup> rank (\$32,397), 32811 – 4<sup>th</sup> rank (\$32,486) had similar median household incomes. Likewise, zip codes 32818 – 5<sup>th</sup> rank (\$41,920) and 32810 – 6<sup>th</sup> rank (\$42,209) had similar median household averages as well. Zip Code 32801 – 7<sup>th</sup> rank (\$53,420) had the highest median household average of the

zip codes included in this report. Zip code 32801 median household average was also higher than the state average. As previously mentioned, this may be attributed to mixed-use upscale housing in the downtown area. Eighth rank zip code 32703 median household income was \$46,236; whereas, 9<sup>th</sup> ranked zip code 32822 median household income was \$34,340. Again,



while more research is needed to understand the relationship between median household income and arrest data, the data revealed that in zip codes with higher rates of juvenile arrests also had a lower reported median household income.

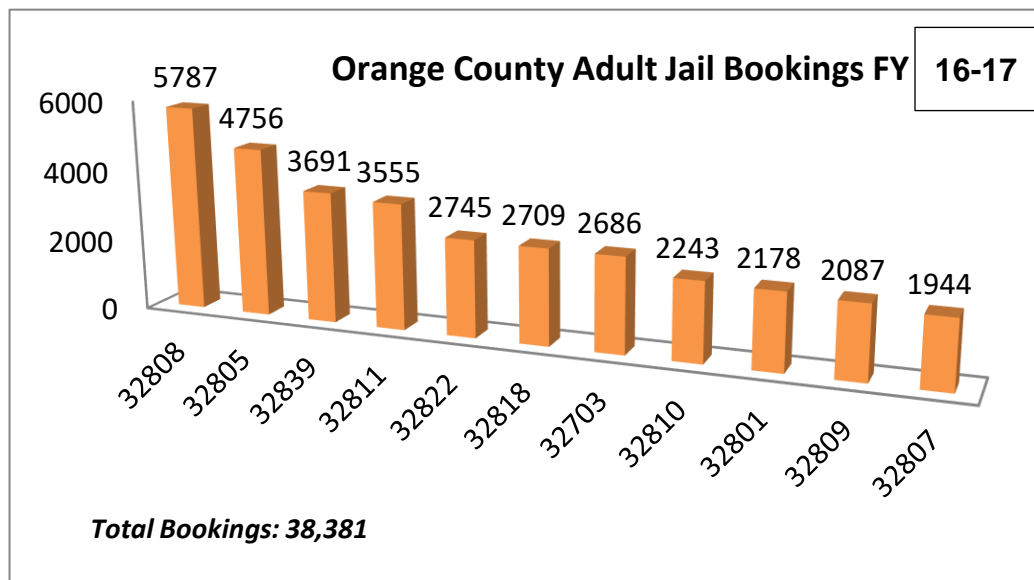
Females comprised approximately 19% (116,461) and males 16% (95,644) of the individuals living below the poverty level in Orange County. The racial composition of this population in comparison to the county's general population consisted of White 114,498 (15%), Black 63,384 (25%), some other race 18,442 (24%), Asian 7,970 (13%), two or more races 7,345 (18%), American Indian 395 (18%), and Native Hawaiian and other Pacific Islander 71 (13%). Approximately 23% (82,353) of the individuals living below poverty in Orange County were of Hispanic origin.

With more than 69,000 Orange County children under the age of 18 living in poverty, only Miami-Dade and Broward Counties have more children under the age of 18 living below poverty among Florida's 67 counties. One major factor that impacts the percentage of children living below the poverty level is the marital status of their parents, regardless of race. The percentage of children residing in married couple families was substantially less than those residing in female-headed households with no husband present across all racial categories. The percentage of children who resided in married couple families and lived below the poverty level ranged from 4% to 14%. In contrast, the percentage of youth who resided in female households with no husband present ranged from 16% to 38%. White (non-Hispanic) married-couple families accounted for the lowest percentage, 4% (102,496) of White (non-Hispanic) children under the age of 18 living below the poverty level in Orange County, while married couple families of other race(s) reported 14% (9,615) of the children of some other race under 18 living in poverty which was the highest.

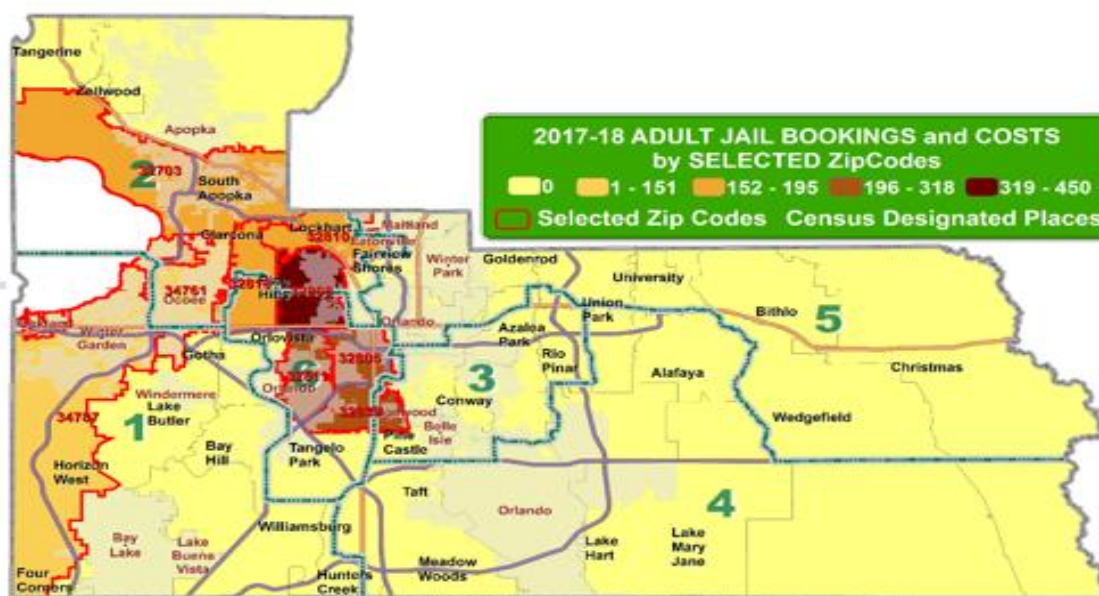
In contrast, the percentage of children under 18 living in poverty in female households with no husband present ranged from 16% to 38%. The difference in the percentage of children under 18 and living in poverty who resided in married-couple families versus female households with no husband present were as follows: White (non-Hispanic) 3.5% married versus 18% female-headed household, Asians 8% married versus 16% female-headed household, American Indian or Alaska Native 10% married versus 21% female-headed household, Black 10% married versus 31% female-headed household, some other race 14% married versus 37% female-headed household, and Hispanic 13% married versus 38% female-headed household. Another factor to consider when examining the impact of poverty on the social and economic well-being of youth and families is the educational attainment of the head of household. Approximately 31% of the families with children under 18 living below the poverty level, the head(s) of household did not graduate from high school. The percentage of children under 18 living below poverty and residing in households where the head of household was female (48%) did not graduate from high school were substantially higher than those living in married couple families (22%).

Yet another indicator of the safety and well-being of a community is the number of adults arrested for crime. Adults, peers, and their community environment often influence youth. Like

the prevalence of juvenile crime, adult crime can also impact the social growth and development of youth. An analysis of the Orange County Jail bookings for calendar years 2016 and 2017, revealed that there were more than 75,134 individuals booked into the Orange County Jail. Seventy-eight percent (53,390) were male and 22% (16,744) were female. The racial composition consisted of 57.1% (42,887) White, 42.7% (31,892) Black, and less than 1% (981) other races. The age range consisted of 35% (26,656) 25 – 34 years of age, 25% (18,595) 18 – 24 years of age, 21% (15,682) 35 – 44 years of age, 12% (9,347) 45 – 54 years of age, 6% (4,711) over 55 years of age, and less than 1% (140) below age 18. Almost one-half (34,381) of the individuals booked into the Orange County Jail during the 2016 and 2017 calendar years resided in one of eleven (11) Orange County zip codes (see Chart below). These zip codes also included all the zip codes previously identified as having the highest volume of



juvenile delinquency arrests in Orange County. The Map below provides a visual representation of adult jail bookings and costs by selected zip codes. Again, the highest concentration of adult jail bookings occurred in Orange County Commission Districts 2 and 6.



According to financial data provided by the Orange County Corrections Division, the jail operations cost for FY 2017 exceeded \$165.5 million. Although the length of stay for individuals booked into the Orange County Jail may vary, more than 37,057 individuals were booked into the Orange County jail during FY 2017 at an average cost of \$4,466 per jail admission. Using this cost as the baseline, during FY 2017 males accounted for 78% (28,940) of the Orange County jail admissions during FY 2017, which represented a cost of approximately \$129.1 million. White males represented 43% (16,057) and Black males 35% (12,842) of Orange County jail admissions during FY 2017 at an estimated cost of \$71.7 million and \$57.4 million, respectively. Approximately 45% (16,838) of the individuals booked into the Orange County jail during FY 2017 resided in the previously identified zip codes at an estimated cost of \$74.5 million.

### Family Domain

The inability to stabilize and preserve the family as an institution in general and minority families has had profoundly negative effects on the quality of life of children and adolescents in America. Significant issues affecting today's black children and adolescents include: lack of prenatal care and education, a dramatic increase of single family households, cuts in funding for programs designed to preserve the family institution, and a dramatic increase in the arrest and incarceration rates of juveniles in general, and Black males in particular. The relationship

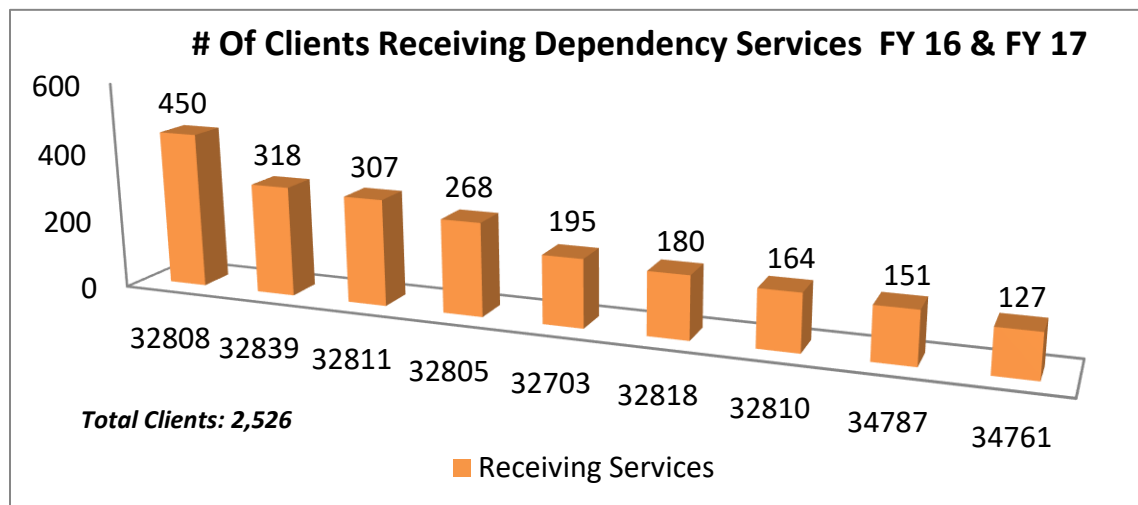


between family dynamics and juvenile delinquency has been examined extensively (Kunjufu, 2001; Kakar, 2006; National Urban League, 2009).

All juvenile service providers should recognize the influence of the family on the social, physical, and emotional development of youth. It is not practical to expect juvenile programs to treat dysfunctional families with documented histories of neglect and abuse without providing the necessary assessment and referrals to the appropriate agencies or organizations. Juveniles reared in stable, healthy, and nurturing families are less likely to engage or continue involvement in serious delinquent activities. Therefore, there is a need to recognize the family as an important component of a youth's individualized service plan.

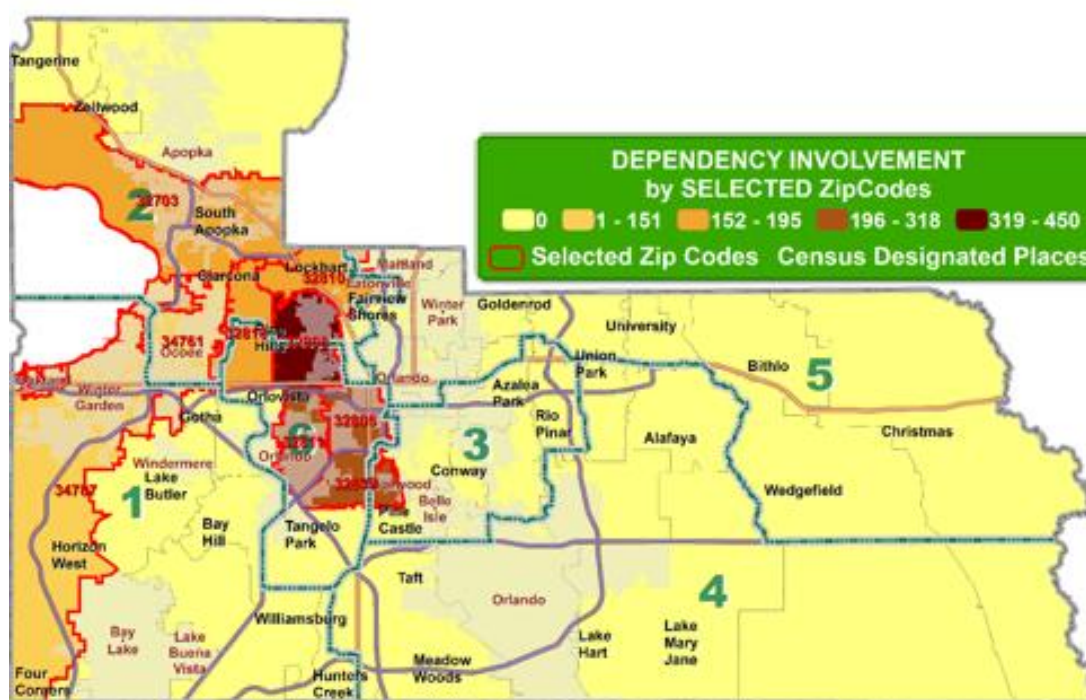
For the purposes of this project, Orange County children and youth involvement in the dependency system and abuse and/or neglect reporting data from FY 2016-2017 and FY 2017-2018 were analyzed.

A review of the Orange County dependency services data provided by Community Based Care of Central Florida (CBCCFL), between FY 2016-2017 and FY 2017-2018, revealed that 5,019 clients received dependency services in Orange County. Fifty-one percent (2,582) were male, 48% (2,430) female, and less than 1% (7) unknown. The racial composition consisted of 47% (2,352) Black, 46% (2,301) White, 6% (312) Multi race, and less than 1% (54) other races. Twenty-three percent (1,164) were identified as Hispanic. Consistent with juvenile delinquency and adult jail arrests, several zip codes (32808, 32839, 32811, 32805, 32818, and 32810) were among the areas with the highest number of clients receiving dependency services





(see highlighted zip codes table below). The highlighted zip codes also represented seven (7) of the eight (8) highest number of clients receiving dependency services during the selected fiscal years. In fact, the highlighted zip codes along with the non-highlighted zip codes below represented 50% (2,526) of all clients receiving dependency services in Orange County in FY 2016-2017 and FY 2017-2018. The Map below provides a visual representation of youth involved in the Orange County Dependency System by selected zip codes. Consistent with the previous patterns, Orange County Commission Districts 2 and 6 had the highest concentration of dependency involved youth.

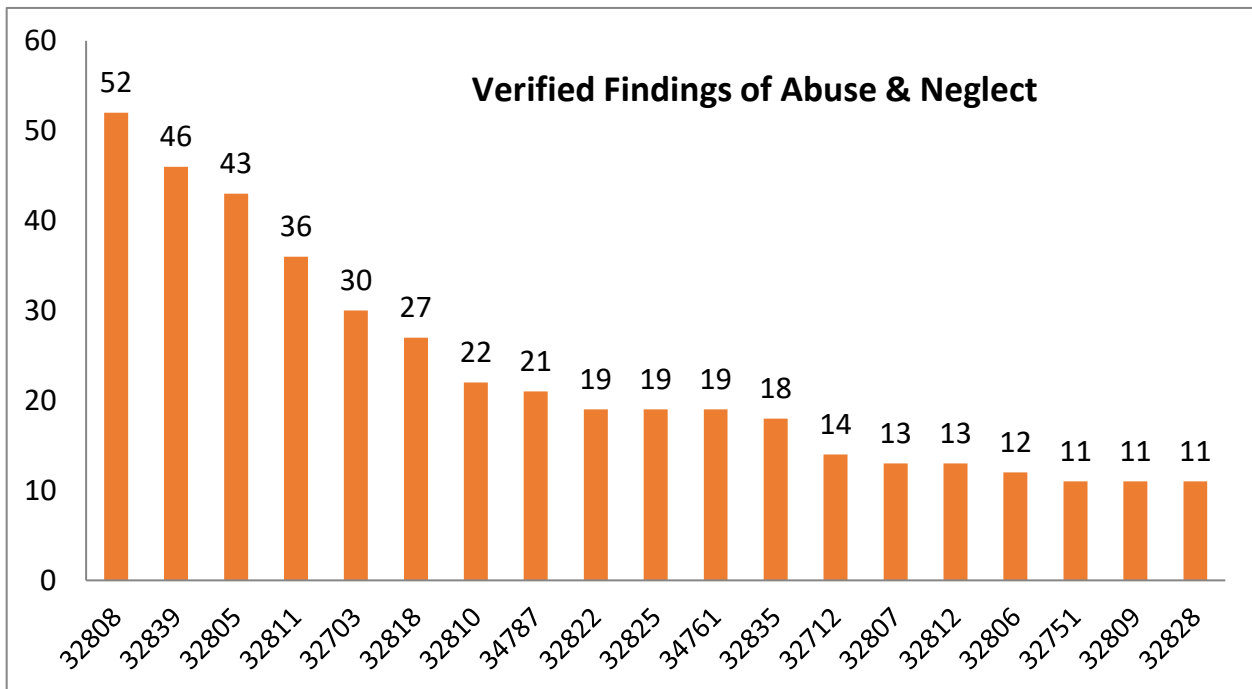


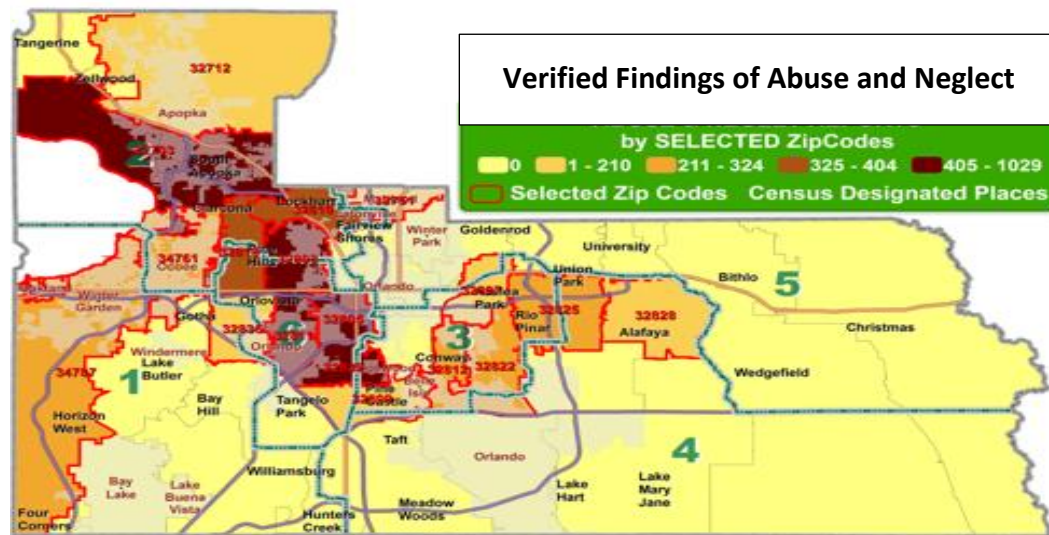
Some of the types of and the frequency of dependency services that were provided to Orange County children and youth during the identified fiscal years are listed in the table below. It should be noted that some youth receive multiple services.

Dependency Services Placement Type	# Children Receiving Services	% Children Receiving Dependency Services
Relative Placement	2489	25.1%
Foster Home Traditional	1708	17.2%
Group Home	1691	17.0%
Non-relative Placement	1221	12.3%
Runaway	562	5.7%
DCF/Orange County (GOV) - RGC	487	4.9%
Juvenile Facility	375	3.8%
Adoption Placement	305	3.1%
Hospitalization – Medical	247	2.5%
Foster Home – Medical	121	1.2%
Enhanced Foster Home Level 1	80	0.8%
Group Home SEC00	77	0.8%
Substance Abuse Residential Treatment	77	0.8%
Shelter Facility (Res)	68	0.7%
Foster Home Therapeutic	62	0.6%
Residential Treatment - CBC Fund	59	0.6%
Enhanced Foster Home Level II	42	0.4%
Hospitalization	42	0.4%
Foster Home Out of State	34	0.3%
Mental Health Inpatient - Non Pay	31	0.3%
Foster Home STFC II	26	0.3%
APD Group Home	20	0.2%
Foster Home STFC I	20	0.2%

Another indicator of the level of family functioning and well-being is the number and rate of child removals for abuse and/or neglect. According to data provided by CBCCFL, there were approximately one thousand eight hundred-nine (1,809) verified abuse and/or neglect investigations closed during FY 2016-2017 and FY 2017-2018. It should be noted that a single investigation may include multiple reported cases of abuse and neglect. Over the past two (2)

fiscal years, there was an average of nine hundred five (905) verified findings of abuse and neglect each year. Fifty percent (450) of the average number of verified findings of abuse and neglect investigations closed over the past two (2) fiscal years involved child victims residing in twenty (20) identified zip codes (see Chart below). Six (6) of the top seven ranked zip codes for verified findings of abuse and neglect held similar rankings among zip codes with a high-volume juvenile arrest (see highlighted zip codes in table below). Zip code 32703 was ranked #5 and 32822 ranked #9 relative to the average number of verified findings of abuse and neglect over the past two fiscal years. The Map below provides a visual representation of verified findings of abuse and neglect in Orange County by selected zip codes, with Commission Districts 2 and 6 reporting the highest number of verified incidents.





Zip code 32808 again held the distinction of having the highest number of verified abuse and neglect findings closed during the past two (2) fiscal years across all zip codes, which was consistent with its top ranking in other previously analyzed areas (juvenile delinquency and adult arrests).

## EDUCATION DOMAIN

The failure of the educational system to adequately educate and properly train minority youth that reside in urban poor communities has had a detrimental impact on their ability to meet the needs of a continuously changing workforce. Some of the issues affecting educational institutions working with this "high risk" population in contemporary society include: inequitable funding for schools in urban poor areas, a shift in perception that it is not the school's responsibility to teach social skills that are not directly related to academic performance, cuts in funding for job training programs, and a failure to design innovative job training strategies to keep pace with an ever-changing job market.

The school is a major social institution upon which many families depend for assistance in educating and rearing children. Today, more than ever, schools are expected to perform many functions that were once believed to be the sole responsibility of parents. As a result, the need for aftercare programs to collaborate with school systems is critically important given their primary

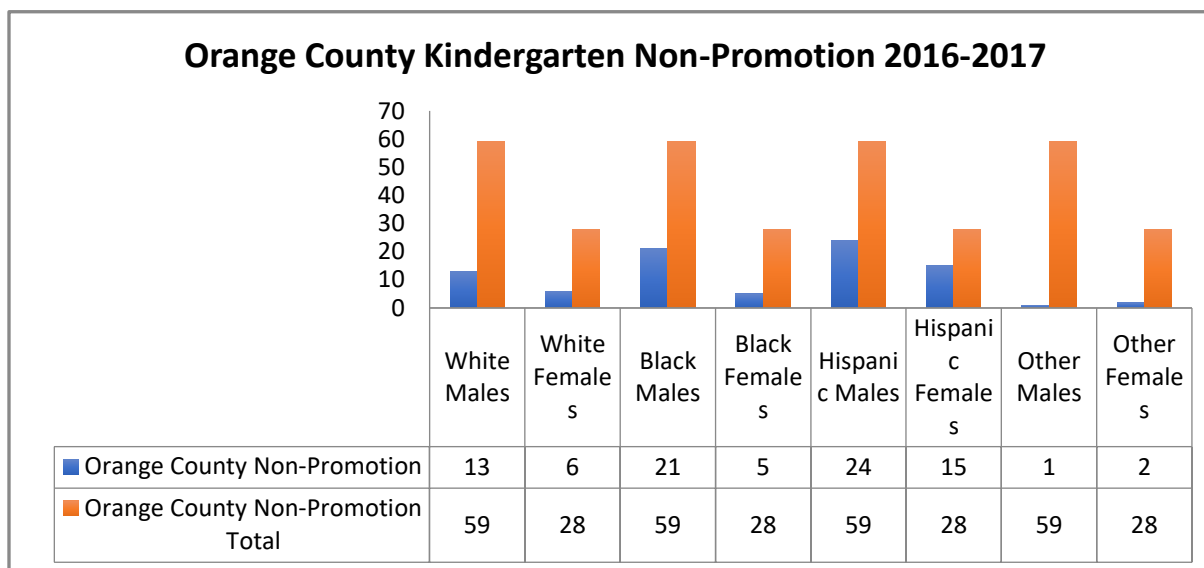
task of helping to reintegrate youth into their school environment. Disruptive behavior in school may only be a symptom of a larger problem within one or more of the previously identified domains. According to Gottfredson (1998), programs aimed at clarifying and communicating norms about behaviors are effective ways to reduce crime, delinquency, and substance abuse. Prevention programs directed at positively altering the school and classroom environment seek to reduce or eliminate problem behaviors by changing the overall context in which they occur. While school attendance is compulsory for American youth, the learning outcomes of minority and poor children continue to show that there are achievement gaps when compared to their white, middle-class and upper-class peers. For decades, educators, community stakeholders and social scientists have attempted to address these achievement gaps. Although the focus that there is a relationship between race, class and academic performance has revealed plausible explanations, these gaps continue to exist. Achievement gaps have been noted throughout communities across America. Regrettably, these gaps exist in Orange County as well. This segment of the report will illustrate the disparities that exist throughout some of the various crucial educational levels in Orange County. Major emphases will be given to the following areas as they relate to racial/ethnic and gender disparity: 1) kindergarten non-promotion; 2) 3<sup>rd</sup> graders' Florida Standards Assessments-English Language Arts (FSA-ELA) results; 3) dropout rates; and 4) graduation rates.

## **Orange County Elementary Education**

### **Kindergarten Non-Promotions**

Academic success or failure during the formative years of a primary education can set the trajectory in either a positive or negative direction for a child. While some have concluded that retention due to poor English Language Arts (ELA) test results can lead to improvements in subsequent grade achievements (Mariano & Matorell, 2013) or that the harmful effects of retention largely melted away with time (Jacob & Lefgren, 2009), these findings have not been supported by others. To illustrate, Andrews (2014) hypothesized "that being held back is so psychologically scarring that many students fail to regain their confidence in the long-term." Although most children successfully transition from kindergarten to first grade, some do not. For those who do not, patterns of racial and gender differences seemed to emerge in the non-

promotion data for Orange County kindergarteners. Given that kindergarten is the entryway into the various stages of the formal education process, this section will begin with a cursory review of racial/ethnic and gender non-promotion patterns for Orange County kindergarteners. Overall, males were more likely to be retained than females. A closer review of the data revealed that by accounting for 28% (24) of those who were retained, Hispanic males were more likely not to be promoted to the first grade in Orange County (see Chart below). By



representing 24% (21) of the retained kindergarten population, Black males were second likely not to be promoted to first grade from this cohort. Representing 17% (15) of the population, Hispanic females were ranked third (3<sup>rd</sup>) among their retained peers. While the descriptive data has revealed this outcome, further analysis is required to discern the relationship between race/ethnicity, gender and kindergarten retention in Orange County.

### Third Grade FSA-ELA Assessment

To serve its children's educational needs, Orange County offers several educational options. While there are a variety of school options available for Orange County youth, this report reviewed data from the Orange County public elementary school system. Some public charter schools were included in this report as well. This report reviewed data from academic years 2016-2017 and 2017-2018. There were eleven (11) schools included for the 2016-2017 academic year and fourteen (14) schools were included for the 2017-2018 academic year.

Annually, each school is assessed and assigned a grade based upon various criteria. This report compiled the data to provide a point of comparison between the school grades, minority rate and the percent of economically disadvantaged students. Although the 2017-2018 academic year served as the baseline for this report, academic year 2016-2017 was included as a point of comparison. During academic year 2016-2017 only schools that received a “D” were included. No Orange County elementary schools received an “F” grade during the 2016-2017 academic year. Elementary schools that received an “F” and “D” grades were included in the 2017-2018 academic year assessment.

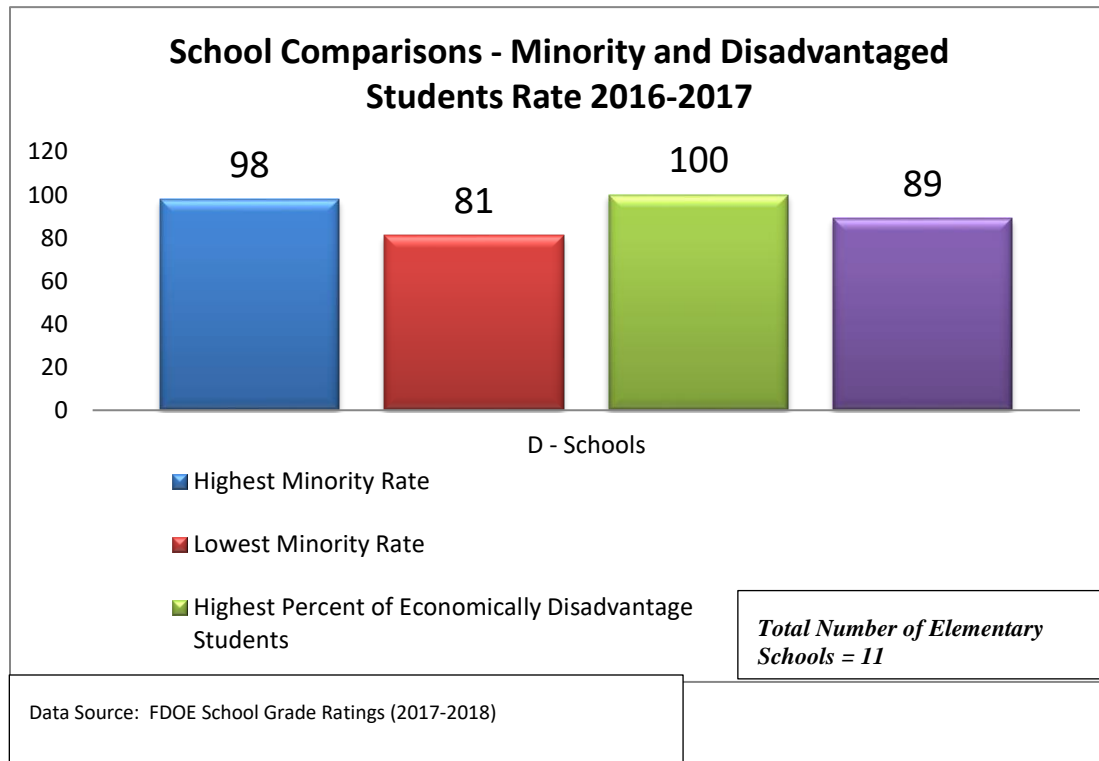
### School Grade Ratings (2016-2017)

In 2017, eleven (11) Orange County Schools received a “D” grade. No Schools received an “F” grade during 2016-2017 academic year. The schools that received a “D” grade were Bridge Prep Academy, Catalina, Cypress Park, Kids Community College, Lake Weston, Lockhart, Pinewood, Renaissance Charter, Ridgewood Park, Rosemont, and Tangelo Park. During the previous academic year of 2015-2016, Catalina, Kids Community College, Lockhart and Tangelo received a “D” grade; whereas, Renaissance Charter Academy received an “F” grade.

### Minority Rate and Economically Disadvantaged Students (2016-2017)

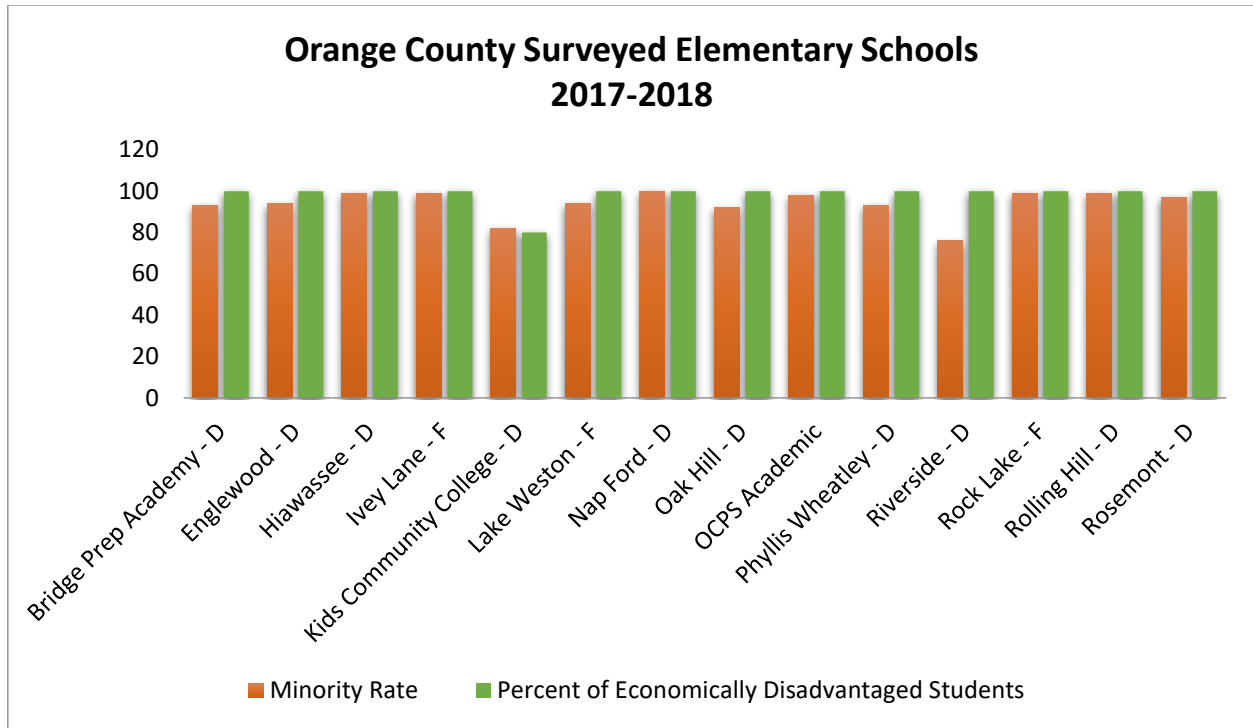
The minority rate and the percentage of economically disadvantaged student data from the academic school year 2016-2017 were added in the Chart below as a point of comparison between the schools. The highest minority rate among the schools was 98%; whereas, their highest economically disadvantaged student percentage was 100%. The lowest minority rate

among the schools was 81%; whereas, their lowest economically disadvantaged student rate was 89%.



In 2018, out of the fourteen (14) elementary schools surveyed; eleven (11) schools received a “D”; whereas, three schools received an “F”. The distribution of grades consists of the following: 1) “D” Schools – Bridge Prep Academy, Englewood, Hiawassee, Kids Community College Charter, Nap Ford, Oak Hill, OCPS Academic Center, Phyllis Wheatley, Riverside, Rolling Hill, and Rosemont; 2) “F” Schools – Ivey Lane, Lake Weston, and Rock Lake.



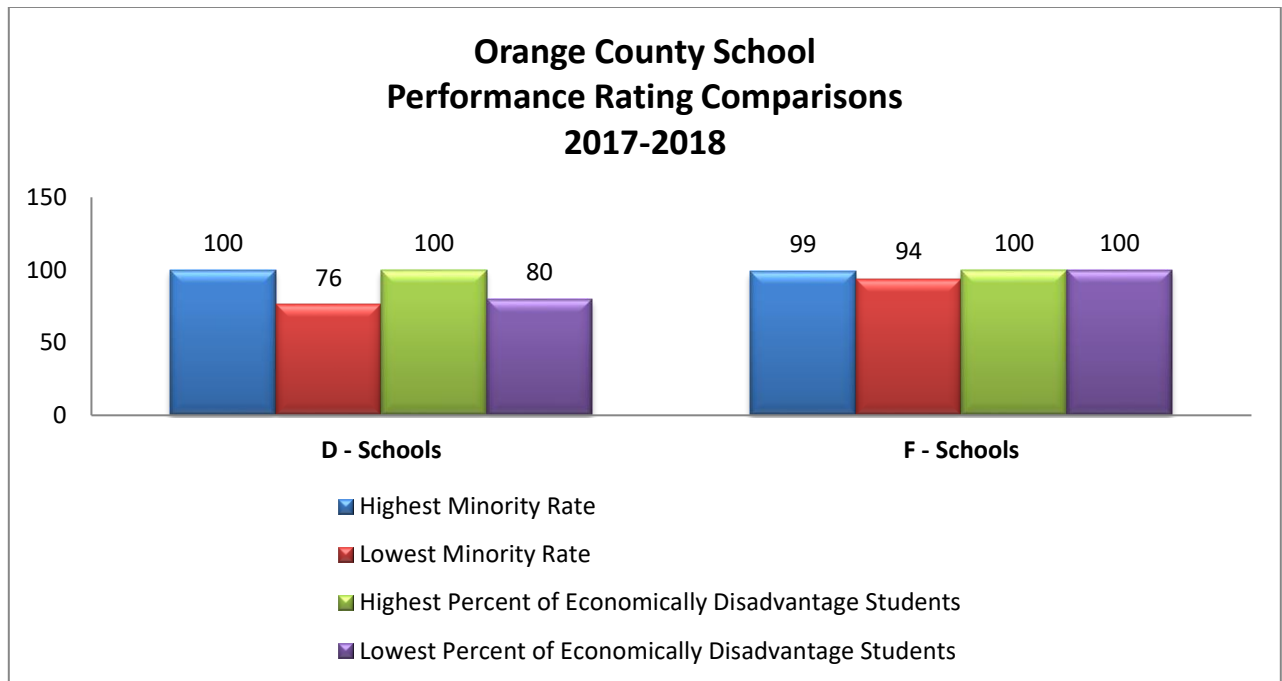


*Total number of Elementary Schools = 14: “D” Schools = 11; “F” Schools = 3*

### Minority Rate and Economically Disadvantaged Students (2017-2018)

The minority rate and the percentage of economically disadvantaged students’ data from the academic school year 2017-2018 in the Chart below as a point of comparison between the schools. The highest minority rate among the schools that received a “D” was 100%; whereas, their highest economically disadvantaged student percentage was also 100%. The lowest minority rate among the schools that received a “D” was 76%; whereas, their lowest economically disadvantaged student rate was 80%.

The highest minority rate among schools that received an “F” was 99%; whereas, their highest economically disadvantaged student rate was 100%. The lowest minority rate among the schools that received an “F” was 94%; whereas, their lowest economically disadvantaged student rate was 100%.



Source: FDOE

## Summary

A review of the 2016-2017 and 2017-2018 data revealed that race and income appear to be correlated to the grade schools received. Further research is needed to determine the extent to which these variables (i.e., minority rate, economically disadvantaged rate, etc.) impact the grades, which these schools received.

## Student Performance Results

### Florida Standards Assessments (FSA)

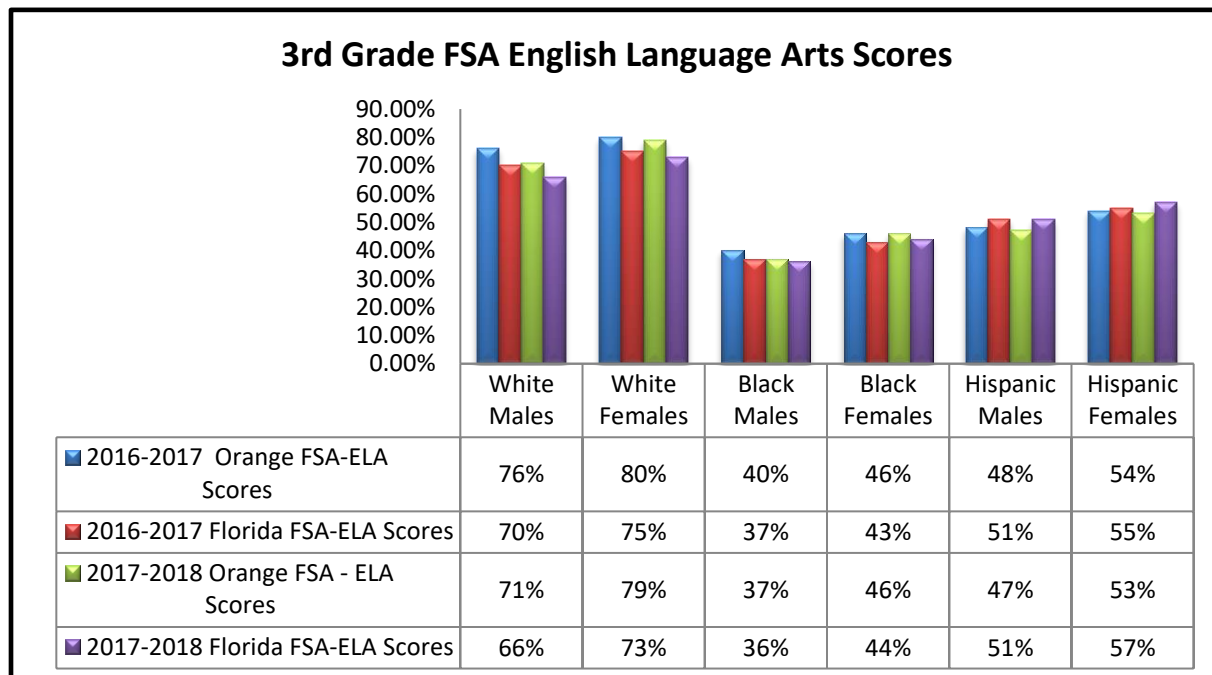
In order to assess if students have achieved the grade appropriate state required benchmarks in reading and math, Florida students had previously completed the Florida's Comprehensive Achievement Test, which was commonly referred to as the FCAT. In 2015, the Florida Department of Education began using the Florida Standards Assessments (FSA) instead of the FCAT. In order to serve Florida students, the FSA was used to measure their educational gains and progress. The assessments consisted of testing in English Language Arts (ELA), Mathematics, and end-of-course (EOC) subjects (Algebra 1, Algebra 2, and Geometry) (fldoe.org). The charts below present a racial and gender comparison of Orange County

students' achievement results from the FSA English Language Arts (ELA) for academic years 2016-2017 and 2017-2018.

### Third Grade FSA English Language Arts (ELA)

Nine thousand one hundred eighty-six (9,186) Orange County third graders scored at a level 3 or higher (considered "satisfactory") on the FSA-ELA during the 2017-2018 academic year. 71% (1,459) of third grade White males in Orange County scored a level 3 or higher on the FSA-ELA; whereas, 79% of White females (1,473) scored at a level 3 or higher. 37% (830) of Black males scored a level 3 or higher; whereas, 46% (907) of Black females scored a level 3 or higher. 47% (1,750) of Hispanic males scored a level 3 or higher; whereas, 53% (1,867) of Hispanic females scored a level 3 or higher.

Nine thousand five hundred fifty-four (9,554) Orange County third graders scored at a level 3 or higher on the FSA-ELA during the 2016-2017 academic year. During the 2016-2017 academic year, 76% (1,593) of third grade White males in Orange County scored a level 3 or higher on the FSA-ELA; whereas, 80% (1,546) of White females scored at a level 3 or higher. 40% (935) of Black males scored a level 3 or higher; whereas, 46% (998) of Black females



scored a level or higher. 46% (1,793) of Hispanic males scored a level 3 or higher; whereas, 54% (1,834) of Hispanic females scored a level 3 or higher.

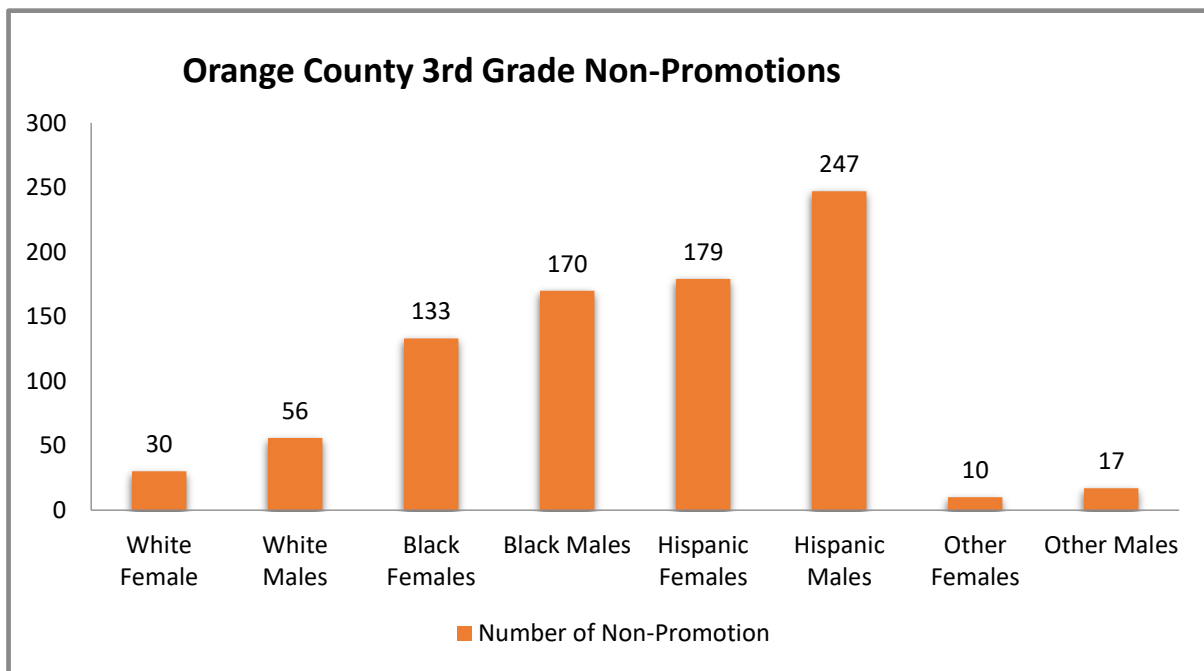
### FSA-ELA Summary

A comparison of the Orange County third grade FSA English Language Arts (ELA) scores from the 2016-2017 and 2017-2018 academic years revealed that more White females received a score of level 3 or higher on the FSA-ELA than any other racial or gender group (see Chart 12). For two academic years, over 75% of White females scored a level 3 or higher. During the 2017-2018 academic year, White females experienced a decline of 1% in their rate of performance. White females' rate of performance was in the seventy-ninth (79<sup>th</sup>) percentile. Their percentile ranking was the highest among their 3<sup>rd</sup> grade peers. White males represented the second highest performing group. From 2016-2017 to 2017-2018, White males experienced a 5% decline in their rate of performance. Hispanic females ranked third in both academic years. They experienced a 1% decline when data from 2016-2017 and 2017-2018 was compared. Hispanic males ranked fourth during both academic years. When data from 2016-2017 was compared to 2017-2018, Hispanic males experienced a 1% decline in their rate of performance. Black females ranked fifth during academic years 2016-2017 and 2017-2018. Their rate of performance during 2016-2017 and 2017-2018 held constant at 46%. Black males ranked sixth during both academic years. When data from 2016-2017 was compared to 2017-2018, Black males experienced a 3% decline in their rate of performance. While all racial/gender groups (except for Black females whose rate of performance remained constant over the two-year period) experienced a decline in their rate of performance on their English Language Art scores during the 2017-2018 academic year, Black males consistently scored lower than their 3<sup>rd</sup> grade peers over the four-year period that was surveyed. When the 2016-2017 and 2017-2018 Florida statewide third grade FSA-ELA data were compared to Orange County, an identical ranking pattern (i.e., White females – ranked 1<sup>st</sup> and Black males – ranked 6<sup>th</sup>) emerged.

## Non-Promotions

### Third Grade

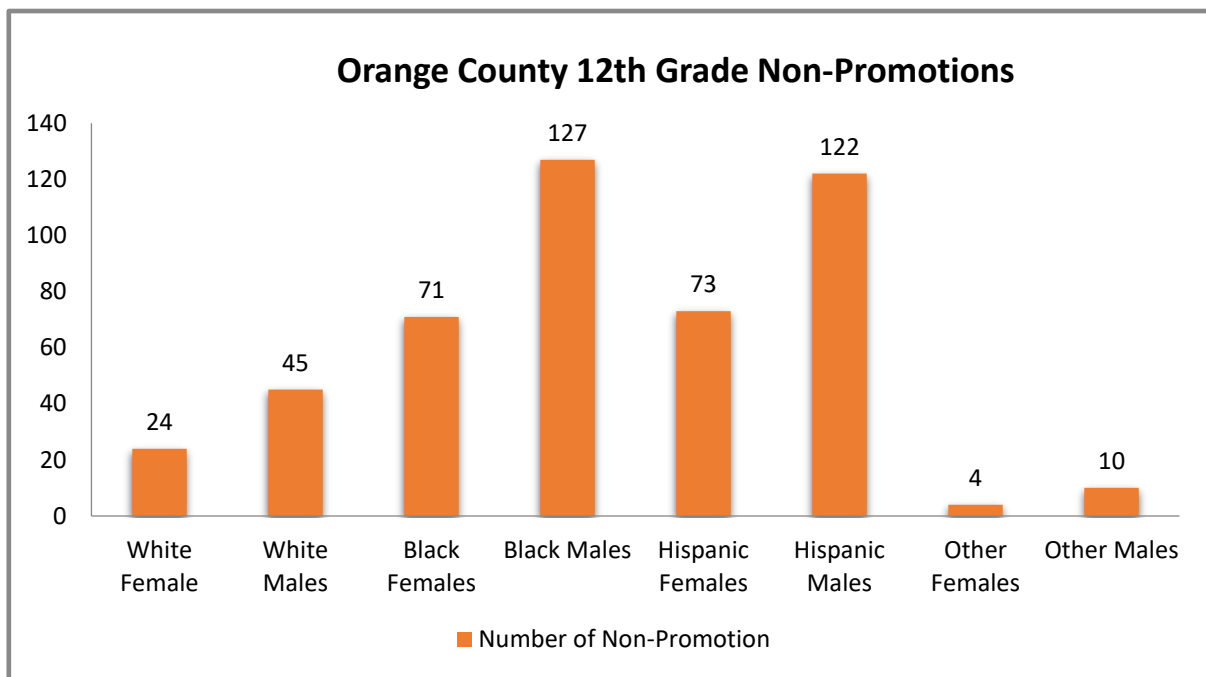
Eight hundred forty-two (842) third graders were retained in Orange County during the 2017-2018 academic year. As previously discussed in the Kindergarten Non-Promotions' narrative, research findings have yielded mixed results regarding the effects of retention. When reviewing the third-grade retention outcomes, a pattern similar to the kindergarten outcomes emerged (see Chart 13). Third grade Hispanic males 29% (247) were retained more than their peers; however, unlike Orange County kindergartners, instead of Black males 20% (170) ranking second, the second ranking for third grade retention were Hispanic females 21% (179). Among their third-grade peers, Black males 20% (170) ranked third; whereas, Black females 16% (133) ranked fourth. Third grade retention was included in this report because retention at this grade level is often linked to students receiving a passing score on the Florida Standards Assessments.



### Twelfth Grade

Retention of twelfth graders (476) was included in order to capture retention outcomes for youth who were at the end of their secondary education. When reviewing twelfth grade

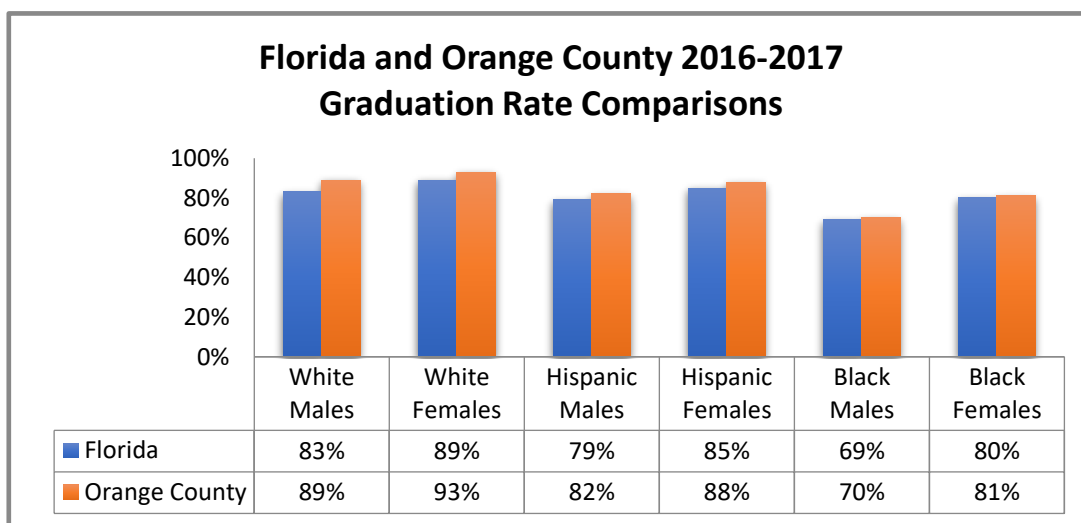
retention outcomes, a pattern that was different from Orange County kindergartners and third graders emerged. Black males 27% (127) were retained more than their peers (see Chart 14). Hispanic males 26% (122) were ranked second among their twelfth-grade peers to be retained. Hispanic females 15% (73) and Black females 15% (71) were almost equally likely to be retained. Hispanic females held the third ranking but only by a small margin. While several factors can contribute to the retention of twelfth graders, retention at this level can be linked to students' success in the completion of the Florida Standards Assessments.



### Graduation Rates

The Florida Department of Education's graduation data was reported in percentages. According to data compiled by the Florida Department of Education, Florida's high school graduation rate has increased significantly during the past thirteen years. Florida's current 2016-2017-graduation rate is 82.3 percent (Florida Department of Education). When Orange County rates were compared to Florida's graduation rates, Orange County exceeded the state's rate (see Chart 15). On average, Florida White males' graduation rate was 83%; whereas, Orange County White males' graduation rate was 89%. When White females were compared, Florida's rate was 89%; however, Orange County White females performed better than the state average by obtaining a graduation rate of 93%. Hispanic males graduated at 78% on the

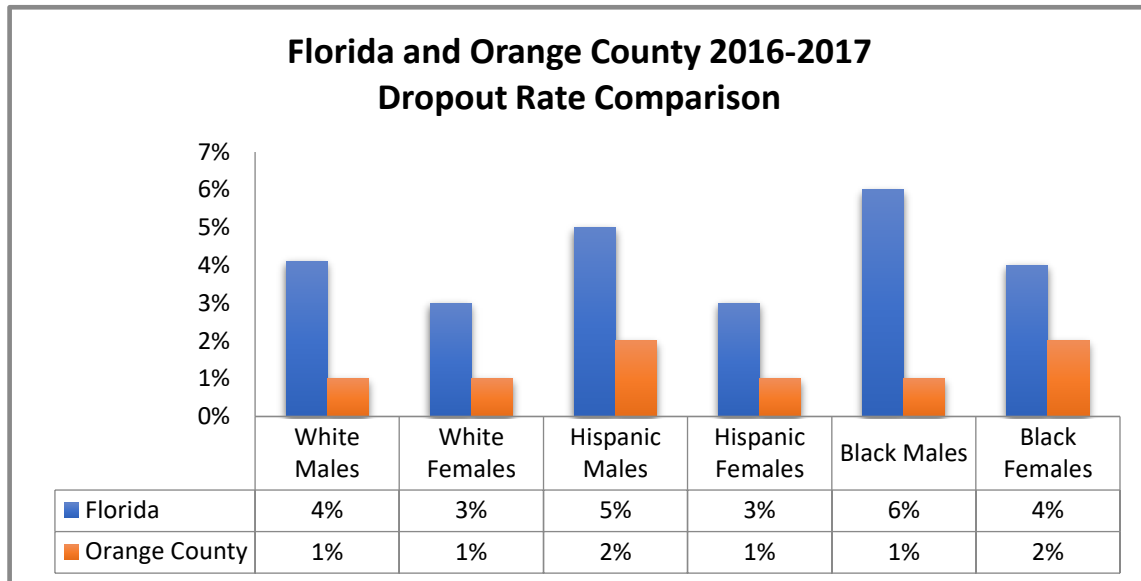
state level, but in Orange County, their graduation rate was 82%. Orange County Hispanic females (88%) also obtained higher graduation rates than their peers on the state level (85%). Orange County Black males obtained a graduation rate of 70%; whereas, on the state level, 69% of Black males graduated from high school. Black females (81%) in Orange County also graduated at a slightly higher rate when compared to their state level peers (80%). While Orange County youth maintained higher graduation rates than their state level peers, a disparity still existed when Orange County youth were compared based on gender and race/ethnicity. Orange County Black males obtained a lower graduation rate than their Orange county peers. As a matter of fact, their graduation rate was 11% lower than Black females; 12% lower than Hispanic males; 18% lower than Hispanic females; 19% lower than White males and 23% lower than White females.



## Dropout Rates

The Florida Department of Education's dropout data was reported in percentages. The dropout rates of Orange County youths were lower than the state rates. This was consistent across all gender and racial/ethnicity groups. Yet, when the County level data was compared across the various groups, a rank of who was more likely to dropout could be discerned. The dropout rate for Hispanic males (2.4%) was higher than their Orange county peers. At 2%, Orange County Black females had the second highest dropout rate. Orange County Black males and Hispanic females both obtained a dropout rate of 1.2%. Orange County White males had a dropout rate

of 1.1%. Orange County White females, by obtaining a dropout rate of 0.7% were the least likely group to dropout out of school among the gender and race/ethnicity groups compared for this report.



### Zip Code Analysis for Low Performing Schools

When considering student performance in low performing schools, the community in which it exists should not be ignored. Issues pertaining to poverty, crime, as well as other social ills are relevant and impacts student achievement. Over past two (2) school years, there was a total of nineteen (19) low performing elementary schools, two (2) middle schools, and three (3) high schools. It is not by coincidence that most documented low performing elementary (16), middle (2) and high schools (3) in Orange County are located in and serve students residing in the high-risk zip codes previously identified in this report. The following section presents data that revealed the presence of some of these factors within the jurisdiction of the schools that have been presented in this report. The elementary schools that were presented previously have been paired to the top fourteen zip codes that had the highest rates of arrests during Fiscal Years 2016 – 2018. Most of the schools surveyed are located in areas that have high rates of arrests. Not only are high crime rates an area of concern, the grade performance of the feeder schools is equally concerning. For example, Meadowbrook Middle School, which serves as a feeder school for Ridgewood Park Elementary and Rolling Hills Elementary, received a C

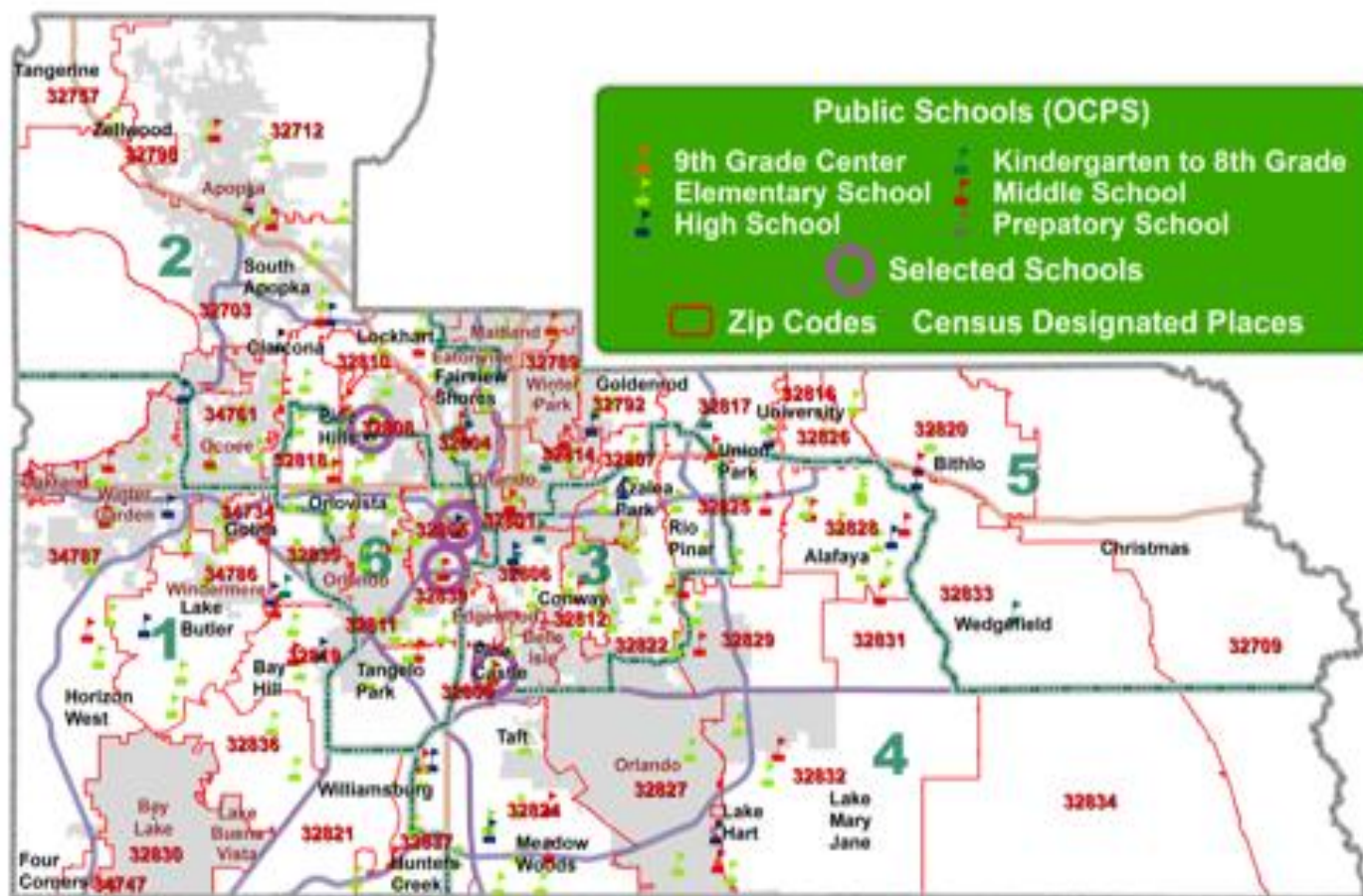


rating during academic years 2018 and 2017; however, before the C rating that was obtained in 2017, Meadowbrook Middle School obtained a D rating over the previous five consecutive years. Prior to its current C ratings, Carver Middle School, which serves as a feeder school for Rock Lake and Ivey Lane, had received two Fs and four Ds in its previous assessments. All the low-performing elementary schools in Zip Code 32808 (Ridgewood Park, Rolling Hills, Rosemont) eventually feed into Evan High School. Evans received a C rating in 2018; however, it received a D in 2017. Three low performing elementary schools from zip codes 32805 (Catalina and Rock Lake) and 32811 (Ivey Lane) eventually feed into Jones High School. Jones High obtained D ratings in 2017 and 2018. Many of the low performing elementary schools feed into low performing middle and high schools. The table below displays elementary schools, their feeder middle school and their feeder high school.

Orange County Feeder Schools Pattern by Zip Code					
Code Rank	Zip Code	# of arrests FY 2016-18	Elementary School	Feeder Middle School	Feeder High School
1	32808	1,362	Ridgewood Park - D (2017)	Meadowbrook - C (2018 & 2017)	Evans – C (2018) D (2017)
			Rolling Hills - D (2018)	Meadowbrook – C (2018 & 2017)	Evans – C (2018) D (2017)
			Rosemont – D (2017-2018)	College Park – 34474 C – (2018 & 2017)	Evans - C 208) D (2017)
2	32805	949	Catalina – D (2017)	Memorial – 32805 – C (2018) D (2017)	Jones – D (2018 & 2017)
			Rock Lake – F (2018)	Carver – 32811 – C (2018 & 2017)	Oak Ridge – C (2018) D (2017) Jones – D (2018 & 2017)
3	32839	764			
4	32811	753	Ivey Lane – F (2018)	Carver - C (2018 & 2017)	Jones – 32805 - D (2018 & 2017)
5	32818	658	Hiawassee – D (2018)	Robinswood – C (2018 & 2017)	Evans – 32808 – C (2018) D (2017)
			Pinewood – D (2017)	Robinswood – C (2018 & 2017)	Ocoee – 34761 – C (2018 & 2017) Evans – 32808 – C (2018) D (2017)

<b>6</b>	32810	445	Lake Weston – D (2017) F (2018)	Lockhart – C (2018 & 2017)	Edgewater – 32804 – C (2018 & 2017)  Wekiva – 32703 – C (2018 & 2017)  Wekiva – 32703 – C (2018 & 2017)  Edgewater – 32804 – C (2018 & 2017) Wekiva – 32703 – C (2018 & 2017)
			Lockhart – D (2017)	Lockhart – C (2017 & 2018)	
			Riverside – D (2018)	Lockhart – C (2018 & 2017)	
<b>7</b>	32801	421	Nap Ford – D (2017)	*	*
<b>8</b>	32703	401	Phyllis Wheatley – D (2018)	Piedmont Lakes – C (2018 & 2017)  Wolf Lakes – 32712 – B (2018 & 2017)	Apopka – 32712 – B (2018) C (2017)  Wekiva – C (2018 & 2017)
<b>9</b>	32822	365			
<b>10</b>	32809	302			
<b>11</b>	34761	290			
<b>12</b>	32712	257			
<b>13</b>	34787	252			
<b>14</b>	32807	246	Bridge Prep Academy – D (2017 – 2018)	*	*
			Englewood – D (2018)	Walker – 32805	Cypress Creek – 32824 – B (2018) C (2017)  Oak Ridge – 32805 – C (2018) D (2017)

The map below provides a visual representation of the selected low performing schools in Orange County by selected zip codes. All the low performing schools are located in Commission Districts 2 and 6.



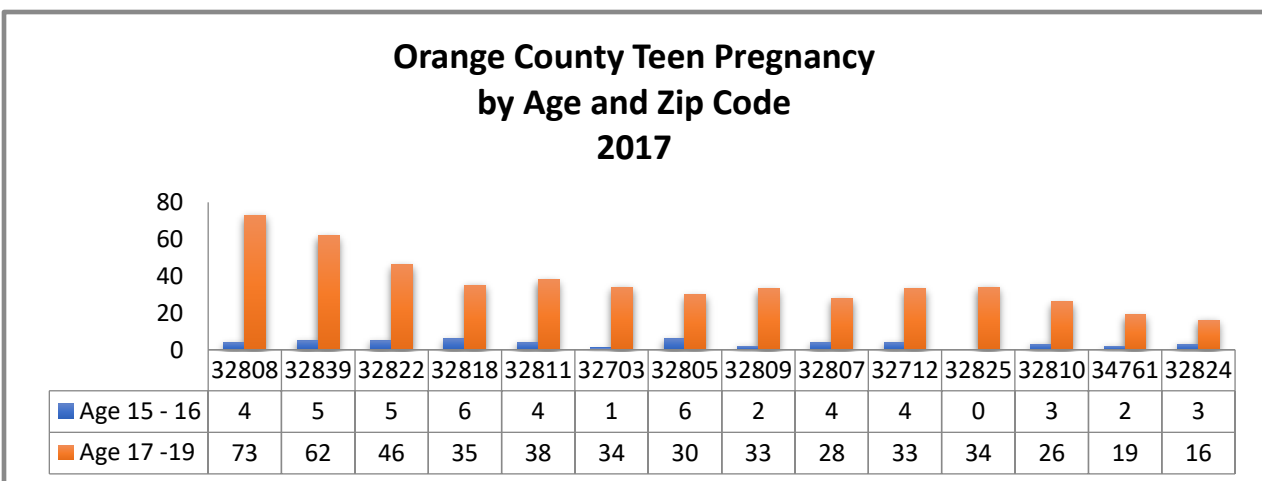
### Individual Domain

A major component of the individual risk factor domain includes social bonding, peer influence, drug use, and mental health issues. The degree to which individual level (social bonding, peer influence, psychological and health factors) issues negatively or positively impact a youth's life influences his/her chances of involvement in negative youth development behaviors, activities and outcomes. The Social Learning Theory holds that behavior occurs as a result of the interplay between cognitive and environmental factors; Albert Bandura (1977) states behavior is learned from the environment through the process of observational learning. The modeling process by which individuals learn by observing others, intentionally or accidentally, should be assessed and recognized for its impact on behavior at the individual level. Children observe the people around them behaving in various ways. Individuals that are observed are called models.

In society, children are surrounded by many influential models, such as parents within the family, characters in children's television shows, friends within their peer group and teachers at school. These models provide examples of behavior to observe and imitate, e.g., masculine and feminine, pro and anti-social etc. Children pay attention to some of these people (models) and encode their behavior and later may imitate (i.e. copy) the behavior they have observed. They may do this regardless of whether the behavior is 'gender appropriate' or not, but there are several processes that make it more likely that a child will reproduce the behavior that its society deems appropriate for its sex. First, a child is more likely to attend to and imitate those persons he or she perceives as like them. Second, the people around the child will respond to the behavior he or she imitates with either reinforcement or punishment. If a child imitates a model's behavior and the consequences are rewarding, the child is likely to continue performing the behavior.

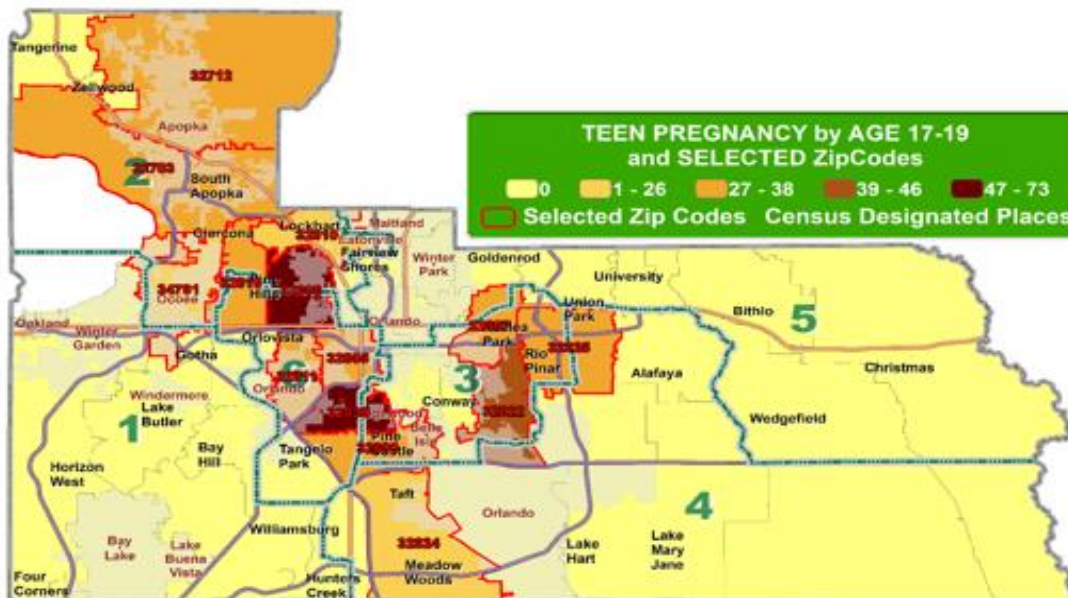
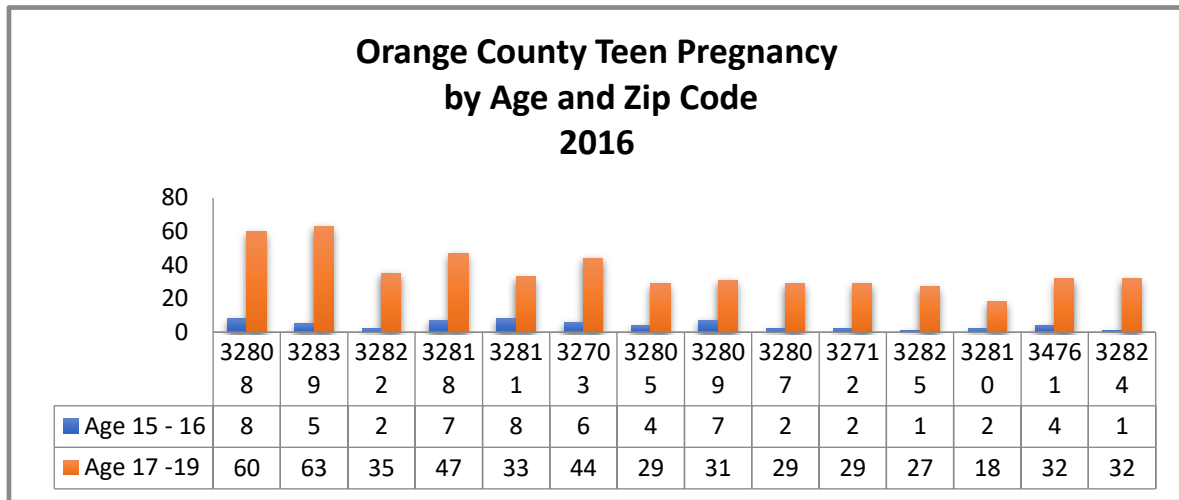
### Teen Pregnancy

Teenage pregnancy can create an array of obstacles (e.g., economic instability, educational delays, emotional stress, etc.) for teenage parents. The teenage pregnancy rates based upon the occurrence with specific geographic areas (i.e., zip codes) have been provided in the graphs below. In 2016 and 2017, there were a total of 1,400 teen pregnancies in Orange County (see Charts below).



White females accounted for 62% (865) and Black females 38% (535) of the teen pregnancies during the identified period. Almost half (669) of the teen pregnancies were identified as

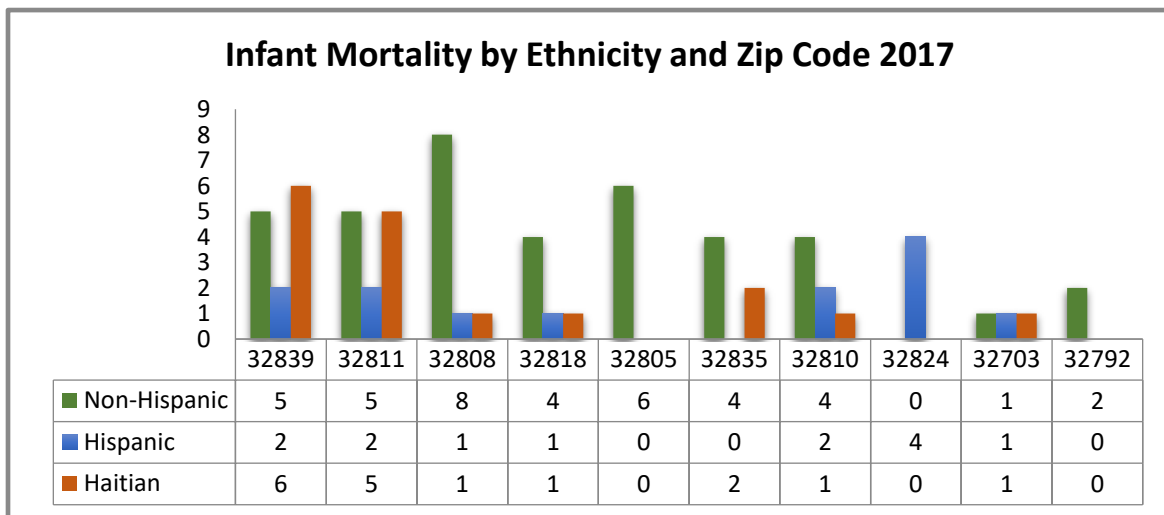
Hispanic. Ninety percent (1,340) were between 17 - 19 years of age. Almost 80% (1,126) were to teens residing in fourteen (14) identified zip codes. The Map below provides a visual representation of documented teen pregnancy cases involving female youth between the ages of 17 - 19 years old. Unlike previous patterns, Orange County Commission Districts 2, 6 and 3 had the highest concentration of reported teen pregnancy cases.



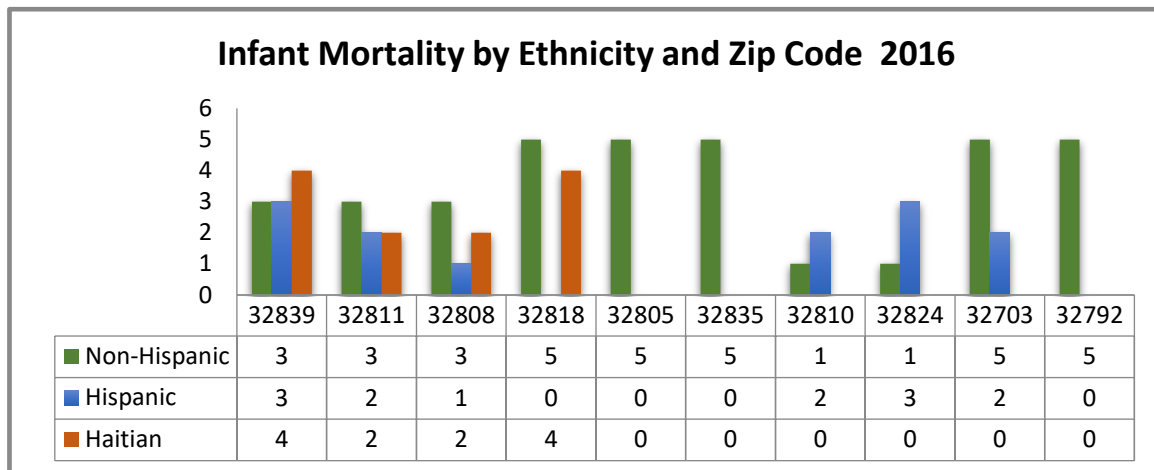
## Infant Mortality

Infant mortality is commonly defined as the death of a child before his/her first birthday. Physicians, researchers, parents, community stakeholders, etc. have attempted to find the causes as well as solutions to this phenomenon. Studies have revealed that there are several factors that are responsible for the death of infants. Some factors include the overall health of the mother before conception, regular gynecological care before and after conception, creating a clean health environment for the infant, providing a healthy diet for the infant, and constant supervision for the infant (Vitale, Mandal & Mandal, 2016). In addition to these factors, the overall social economic background of the mother, inequality, and education can also be contributing factors. Vitale et al., (2016) stated that the more educated the mother is, the lower the infant mortality rate. In their 2016 study, these researchers used the zip codes in Duval County, Florida to detect if there were differences in infant mortality rates based upon zip code characteristics such as median income, percent of people living in poverty, prenatal care and percent of the population with a bachelor's degree. While their study found that there was a weak correlation between some of the variables, the researchers acknowledged that more research was required.

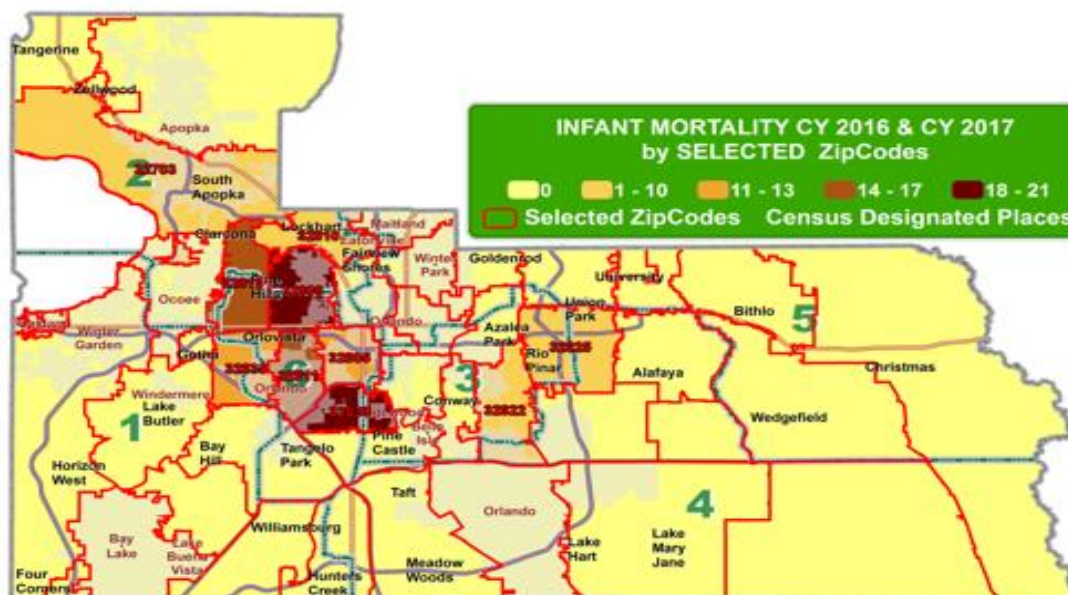
Based upon the approach that was taken in the Duval County infant mortality study, a cursory review of Orange County zip codes and infant mortality rates is a reasonable approach to consider. The charts below provide a glimpse of the locations where infant mortality occurred the most in Orange County in 2016 and 2017.







There was a combined total of 236 infant deaths in Orange during 2016 and 2017. Fifty-two percent (123) of the infant deaths were Black, 39% (92) White and 9% (21) were identified as other. Almost one-third (71) of the infant deaths were identified as Hispanic. Almost two-thirds (76) of the infant mortalities during 2016 and 2017 occurred in eleven (11) identified zip codes. The Map below provides a visual representation of documented cases of infant deaths. Like teen pregnancy patterns, Orange County Commission Districts 2, 6, and 3 had the highest concentration of reported infant deaths.



## Chapter 7

# RECOMMENDATIONS

As part of this engagement ForeFront was tasked with providing recommendations to the Orange County BCC regarding how additional funding could be utilized to address level of service gaps for children and/or what additional processes the county should pursue in order to make an informed decision. ForeFront makes the following recommendations to the Orange County BCC based on our review of the array of Orange County Family Services using the evidence-based Communities That Care Prevention Model (CTC).

It is critical that Orange County be focused in how it utilizes the \$20 million dollars in new funding for additional services for children. As discussed in the report, the majority of youth health and well-being indicators such as juvenile arrest and detention, dependency involvement and abuse and neglect reports, are overly represented by 7-10 of the county's more than 50 residential zip codes. Orange County should leverage the new funding in a manner focusing specifically on the residential zip code areas with the highest rate of risk indicators. This approach requires that the County utilize a strategic targeted funding methodology in developing a framework for the allocation of these new funds for children's services. The approach should incorporate the following elements:

### OUTREACH AND ENGAGEMENT

- Obtain opinions and suggestions from residents, stakeholders and advocates concerning what children's programming and services they recommend as needed in the County's neighborhoods and communities.
- Utilize the Neighborhood Centers for Families as locations in which to conduct community round table discussions on children's programming and services.
- 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.



- Provide seminars and education sessions through NCFs covering the evidence-based Community That Cares 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.
- Post the 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.

## **PROCESS**

- Determine which of Orange County's major focus areas will be addressed with the new funding.
- Determine the neighborhoods and communities the County intends to target with the new funding.
- Develop and implement a funding formula that is in proportion to neighborhood and communities risk indicator rates.
- Determine the specific types of programs and projects the County desires to support with the new funding.
- Establish performance-based outcomes for mandatory use by vendors competing for new funding.

## **PROCUREMENT**

- Ensure that the Citizens' Commission for Children and Citizens Review Panel incorporate county-developed performance-based outcomes for use by vendors competing for the new funding.
- Incorporate a mandatory requirement for all funded projects and services to utilize evidence-based practices.
- Provide prospective vendors training on results-based outcomes and evidence-based practices to newly funded programs.

- Encourage vendor partnerships with existing established community-based organization that are located in the residential zip code areas with the highest rate of risk indicators.
- Provide prospective vendors training on evidence-based community the cares model and the report's findings to specifically focus on the residential zip code areas in Orange County with the highest rate of risk indicators.

## **REPORTING**

- Establish an on-going evaluation and reporting process for all newly funded programs and services.
- Consistently inform decision-makers and the community on the progress or status of all funded programs/projects.
- Conduct quality assurance and improvement reviews on a routine basis that includes a quarterly and semi-annual basis.
- Promote transparency by including quarterly vendor status and performance updates focus on outcomes and effectiveness of funded programs and services.
- Utilize information from the reporting process to facilitate data driven decision-making concerning the status of individual vendors and department performance measures.

Based on our findings, seven (7) zip codes 32808, 32805, 32839, 32811, 32818, 32810 and 32801 account 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. In addition, two (2) additional zip codes appeared for teen pregnancy and graduation - 32822 and 32703.

Forefront recommend the additional funding be used in a manner which has the greatest potential impact on reducing children's services gaps and incidents in the following Areas of Critical Community Needs:

- Juvenile Prevention/Diversion,
- Mental and Physical Health,

- Early Childhood Education and Care,
- Child and Student Homelessness, and
- System-wide Process and Data Management Improvement.

Forefront selected these areas of critical community need for enhanced funding with a portion of the new funding for Children's Services in Orange County based on our work reviewing and analyzing children's services in Orange County. During the course of our work, Forefront conducted a community level assessment, which touched on the continuum of child and juvenile issues impacting children, families and neighborhoods in Orange County. The assessment showed us that seven (7) to ten (10) zip codes contained the majority of youth experiencing high levels of poverty, juvenile arrest and detention, 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 areas significantly impacting children, families and neighborhoods in Orange County.

For example,

- Seven (7) of (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 (FY 2016-2017 and FY 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 seven (7) aforementioned 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 – 19 years of age. 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 'The Current State of Homelessness in Central Florida' report findings included that one in 17 children experience homelessness during the course of a year. Orange County Public Schools identified over 6,700 students as homeless during school year 2014-15.

Forefront also recognizes that it is a key strategic issue for Orange County to continue to invest in integrating its organization's data systems so that they become more interoperable. Interoperability will create the ability to share client care data, and interpret that shared data, among departments and divisions and across Orange County. This investment will allow Orange County to increase its ability to better organize and aggregate service delivery information.

The County by enhancing its capability to understand what data its collecting, what is shared, how data is exchanged, accessibility to the data and the ability to interpret this data will provide County leadership with prompt and agile information to make data driven decisions leading to more effective coordination of service delivery at the community level.

Therefore, in developing our recommendations, Forefront focused on those areas that the limited new funding could be used to have the greatest impact on reducing gaps in county funded children's services as well as reducing the overall incident of these issues on the county level. It is our belief that the new funding should be strategic and targeted at a level commensurate to the identified critical community needs.

**RECOMMENDATIONS 1 – 9****Issue #1**

<i>Enhance Evidence-Based Practice Service Delivery Framework</i>	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).
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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.

**Issue #2**

<i>Data Management Improvements</i>	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.
<b>Recommendation</b>	Support the process to implement an integrated data collection, sharing and analysis platform across all FSD divisions.
<b>Implementation Roadmap</b>	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.
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**Issue #3**

<i>Community Input</i>	<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>
<b>Recommendation</b>	Conduct series of focus groups, stakeholder interviews, community meetings and other means to solicit community input around youth service needs.
<b>Implementation Roadmap</b>	<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**

<i>Funding Formula Process</i>	<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 FY 2017-2018, approximately \$3.2 million were expended on youth residing in the nine (9) aforementioned zip codes.</p>
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	<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"> <li>• Juvenile Prevention/Divers</li> <li>• Early Childhood Education/Care</li> <li>• Mental and Physical Health</li> <li>• Child and Student Homelessness</li> </ul>

**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.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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 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.

**Issue #6**

<i>Enhanced Children Services Funding – (Internal)</i>	Enhanced Children Services Funding (Internal): Orange County's FSD has a number of 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.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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.

**Issue #7**

<i>Strategic and Targeted Partnerships</i>	<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 &amp; Girls Club, Urban League, Dr. Phillips Foundation and other faith- and community-based entities.</p> <p>The Florida Children's Council has an innovative Two Generation (2Gen) Support Project, which is an example of a strategic and targeted partnership the county could consider participating in. The 2Gen project seeks to address issues associated with the fiscal cliff faced by families with subsidized childcare where as they. This project will address the needs of Orange County families and children in poverty by identifying more effective policies to improve economic stability and strengthen outcomes for children and families in poverty. Approximately 45% of children in Florida are from low-income households. Most of these children have parents who work, but low wages and unstable employment leave their families struggling to make ends meet. With social service supports, just as families are on the pathway to economic self-sufficiency, most social services have strict eligibility requirements that limit a family's ability to achieve financial security and independence. Florida Children's Council received grant funding from the W.K. Kellogg Foundation to first develop and now implement a community model of system integration designed to strengthen supports</p>
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	<p>for families and provide a roadmap for the long-term state and federal policy alignment on poverty. Leadership from Children's Services Councils, CareerSource, and Early Learning Coalitions are partnering in Broward, Palm Beach, Martin and St. Lucie Counties to integrate workforce and early learning services that support low-income families.</p> <p>Another example of an innovative strategic and targeted partnership the county could consider participating in is the neighborhood-based For Inspiration and Recognition of Science and technology (FIRST) Robotics program to encourage participation in STEM education and careers. A program such as the FIRST Robotics program is designed for minority or at-risk youth. The FIRST program combines the excitement of sport with the rigors of science and technology. Under strict rules, limited resources, and an intense six-week time limit, teams of students are challenged to raise funds, design a team "brand," hone teamwork skills, and build and program industrial-size robots to play a difficult field game against like-minded competitors. It's as close to real-world engineering as a student can get. Volunteer professional mentors lend their time and talents to guide each team and the program provides participating youth with a pathway to a career in a high paying technology field.</p> <p>Each season ends with an exciting FIRST Championship. There is an Orange County based technology entrepreneur who has expressed interest in financially supporting, mentoring and coaching a team, should the County be interested in pursuing this partnership.</p>
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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 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.
<b>Recommendation</b>	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.
<b>Implementation Roadmap</b>	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 towards 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"> <li>1. How much did we do?</li> <li>2. How well did we do it?</li> <li>3. Is anyone better off?</li> </ol> <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, 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>
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<b>Recommendation</b>	<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>
<b>Implementation Roadmap</b>	<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>

## Appendix I REFERENCES

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[https://www.ocps.net/UserFiles/Servers/Server\\_54619/File/Departments/Title%20I/Title%20I%20Schools%20and%20Poverty%20Percentage/Title%20I%20Schools%20by%20Grade%20Levels%2018-19.pdf](https://www.ocps.net/UserFiles/Servers/Server_54619/File/Departments/Title%20I/Title%20I%20Schools%20and%20Poverty%20Percentage/Title%20I%20Schools%20by%20Grade%20Levels%2018-19.pdf)

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## Appendix II **ABBREVIATIONS LIST**

ABLE	Alternative Behavioral Environment
ALICE	Asset-Limited Income-Constrained Employed
ARC	Addiction Receiving Facility
ASZ	After School Zone
BANC	Business Assistance for Neighborhood Corridors
BCC	Board of County Commissioners
CAP	Crisis Assistance Program
CAT	Community Action Team
CBC	Community Based Care
CBCCFL	Community-Based Care of Central Florida
CCC	Citizens' Commission for Children
CCR&R	Child Care Resource and Referral
CEZ	Community Empowerment Zone
CFCH	Central Florida Commission on Homelessness
CoC	Continuum of Care
CRP	Citizens Review Panel
CSBG	Community Service Block Grant
CSC	Children's Services Council
CTC	Communities That Care
DCF	Department of Children and Families
DFS	Department of Financial Services
DJJ	Department of Juvenile Justice

ELA English Language Arts

ELC Early Learning Coalition

ELCOC Early Learning Coalition of Orange County

ELFP Early Learning Performance Funding Project

ESG Emergency Solutions Grant

FACT Florida Assertive Community Treatment

FCAT Florida Comprehensive Achievement Test

FRP Family Resource Program

FSA Florida Standards Assessments

FSA-ELA Florida Standards Assessments English Language Arts

FSD Family Services Department

GED Gen Equivalency Degree

HSCOC Healthy Start Coalition of Orange County

HSN Homeless Services Network

HUD Housing and Urban Development

IHOS In-home and On-site Services

JAC Juvenile Assessment Center

JARF Juvenile Addictions Receiving Facility

JDC Juvenile Detention Center

LGBTQ Lesbian Bi-Sexual Gay Transsexual Questioning

LIHEAP Low Income Home Energy Assistance Program

ME Managing Entity

NCF Neighborhood Centers for Families



OC Orange County

OCG Orange County Government

OCPS Orange County Public Schools

OMB Office of Management and Budget

OYA Orange Youth Academy

PBMS Performance-Based Measurement System

RBA Results Based Accountability

SOI Science of implementation Framework

SPC Shelter Plus Care Program

SPLASH Swimming Provide Learners with Aquatics Safety and Help

SRAA Strategy Review and Allocation Analysis

SR School Readiness

STARS Early Learning Coalition of Orange County's Quality Rating Improvement System (Stars Program)

STEM Science Technology Engineering and Math

UCF University of Central Florida

VPK Voluntary Prekindergarten

WPHF Winter Park Health Foundation

Y&FS Youth & Family Services

YMHC Youth Mental Health Commission

YOP Youthful Offenders Program

2Gen Two Generation Support Project

## Appendix III **CHARTS**

FY 2017-2018 CSC Millage Rate Comparisons

Orange County Expenditures FY 2016 - 2017 (1)

2017 CSC Broward County

2017 Children's Trust - Miami-Dade

CSC of Palm Beach County Revenues and Expenditures

Orange County and CSCs – Per Capita

ELC of Orange County School Readiness Wait List July 2017- June 2018 (1)

School Readiness Wait List August 2018 (1)

Poverty Rate County Comparison

Orange County Poverty Improvements

Orange County – Health Rankings Improvement (1)

ELC of Orange County School Readiness Waitlist 2017-2018 (2)

School Readiness Waitlist August 2018 (2)

Number of Early Learning Coalition Providers

Orange County Health Ranking Improvements 2011-2018 (2)

Orange County Expenditures FY 2016- 2017 (2)

Family Services Department Organizational Structure FY 2017-2018

# of Juvenile Arrests FY 2016-2017

Orange County Juvenile Detention Admissions FY 2016- FY 2017

Individuals Living Below Poverty Line

Individuals Living Below Poverty Level by Zip

Median Household Income

Orange County Adult Jail Bookings FY 2016-2017

# of Clients Receiving Dependency Services FY 2016-2017

Verified Findings of Abuse & Neglect

Orange County Kindergarten Non-Promotion 2016 – 2017

School Comparisons - Minority Rate and Disadvantaged Students Rate  
2016-2017

Orange County Surveyed Elementary Schools 2017-2018

Orange County Schools Performance Rating Comparison 2017-2018

3rd Grade FSA English Language Arts Scores

Orange County Third Grade Non-Promotions

Orange County 12<sup>th</sup> Grade Non-Promotions

Florida and Orange County 2016-2017 Graduation Rate Comparisons

Florida and Orange County 2016-2017 Drop Out Rate Comparisons

Orange County Teen Pregnancy by Age and Zip Code 2017

Orange County Teen Pregnancy by Age and Zip Code 2016

Infant Mortality by Ethnicity and Zip Code 2017

Infant Mortality by Ethnicity and Zip Code 2016

## Appendix IV TABLES

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FY 2017-2018 CSC Comparisons

Family Services Department Key Performance Measures (1)

Population Under 18 Years of Age

Under 18 Years of Age by Race and Ethnicity

Funding Focus Areas – Orange County and Comparable CSC

CSC Needs Assessment Update – Timeframe

CSC Provider Procurement Process and Cycle

Florida's School Readiness Eligibility Priorities

Allocation Plan Health Start Coalition of Orange County 2017-2018

Regional Student Homelessness Comparison (1)

Mentoring Services and Needs Funding Gap

Forefront Gap Verification Summary

Family Services Department Key Performance Measures (2)

Regional Student Homelessness Comparison (2)

Dependency Services Placement Type

Orange County Feeder Schools Pattern by Zip Code

## Appendix V   **MAPS**

### **Item**

2017-18 Juvenile Arrest by Selected Zip Code  
2017 -18 Juvenile Detention Admissions by Selected Zip Code  
2017-18 Adult Jail Bookings and Cost by Selected Zip Code  
Dependency Involvement by Selected Zip Code  
Verified Findings of Abuse and Neglect  
Public Schools (OCPS)  
Teen Pregnancy by Age 2017-2019 and Selected Zip Code  
Infant Mortality 2016 & CY 2017 by Selected Zip Code



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