

**Investing to**

**Build Better**

**Futures for**

**Children**

**JWB 2006-2013**

# INVESTING TO BUILD BETTER FUTURES FOR CHILDREN

## JWB 2006 - 2013

**Introduction:** In 2006, as the Board sought a new Executive Director to lead the agency, they expressed the desire to broaden partnerships with others at all levels of government, build collaboration in the community, demonstrate the impact of the funded programs and show how JWB makes a difference in the lives of children and families. Shortly thereafter, the country entered an economic recession and funding for human services declined significantly. The way in which JWB weathered this crisis, while continuing to advance its objectives and serve children and families, is the subject of this report.

**Background:** In 2006, the housing bubble burst, sending the country into an economic recession. Further compounding revenue shortfalls brought on by this circumstance, the Florida State Legislature passed HB 1-B in 2007, which set a limit on the maximum millage rate for FY 2007-2008. This required JWB to roll back to its FY 2006-2007 millage rate, thereby reducing its budget by three percent. In January 2008, Amendment 1 (the "Save Our Homes" Constitutional measure) was passed by Florida voters, and increased the homestead exemption from \$25,000 to \$50,000. This resulted in an additional \$5 million decrease in available revenue to JWB.<sup>1</sup>

At the beginning of the recession, budget analysts estimated that its impact would be felt for three years. In reality, the country is only now, in 2013, tenuously pulling itself out of the economic downturn. To weather this crisis in December 2006, the JWB Board took a series of actions, guided by a set of principles. Developed in the Strategic Workshop these principles not only preserved essential services for children and families, but ultimately strengthened the agency's operations, through three main pathways: Collaboration, Accountability, Governance and Innovation.

## GUIDING PRINCIPLES

*Working toward  
Collective Impact*

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*Improved Access/No  
Wrong Door*

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*Delivering the Right  
Service at the Right  
Time in the Right  
Dosage*

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*Funding Evidence-  
Based Programs*

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*Focusing on Prevention  
& Early Intervention*

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*Shifting from Episodic  
Care to a Continuum of  
Care*

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*Promoting Systems of  
Care*

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*Emphasizing Return  
on Investment*

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*The Community  
Engaging for Maximum  
Impact*

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## **Collaboration: Building a shared vision for strategies to improve the lives of children and families in Pinellas County.**

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To promote the concept of a shared vision for children and families, JWB has acted in multiple ways to enlarge the community conversation. As an **initiator**, JWB has improved access for families through its Family Services Initiative, and is in the process of building a model to improve school readiness through its Quality Early Learning Initiative. JWB has expanded its portfolio of evidence-based programs, and has provided data that has guided community-wide decision making. JWB has served as a **convener** of stakeholders on issues of importance through forums in response to community issues, such as the growing prescription drug abuse problem. JWB has also acted as a **participant** in support of other funders' initiatives, such as its support for the school system's Lew Williams project, and has collaborated with the Courts, the Department of Juvenile Justice, and local law enforcement to develop the Juvenile Arrest Avoidance Project which diverts first time offenders from the Juvenile Justice System. In each instance, JWB has emphasized the importance of collaboration and the alignment and leveraging of resources to improve the lives of vulnerable children and families.

### **Collaboration for collective impact**

- **Children's Cabinet.** In 2007, Governor Crist appointed JWB's Executive Director to represent the Florida Children's Services Councils on the Governor's Cabinet for Children and Youth. The Children's Cabinet is a statewide systems change initiative created to develop a cohesive vision among state agencies and organizations, align public resources, and promote increased efficiency and service delivery. In early 2008, the Children's Cabinet adopted their strategic plan and, in 2009, the Policy Group for Florida's Families and Children was tasked with developing key indicators of child well-being around four desired outcomes. The Policy Group returned in early 2009 with a State of Florida's Child report [http://childrensmovementflorida.org/issues/children/the\\_state\\_of\\_floridas\\_child\\_report.pdf](http://childrensmovementflorida.org/issues/children/the_state_of_floridas_child_report.pdf) that recommended adoption of an accountability framework that identified desired results for children, and Headline Indicators to track Florida's progress on each goal which was adopted by the JWB Board. The desired results are: [Every Florida Child has a Stable and Nurturing Family](#); [Every Florida Child is Healthy](#); [Every Florida Child is Ready to Learn and Succeed](#); and [Every Florida Child Lives in a Safe and Supportive Community](#). JWB developed the first ever children's budget for Florida.
- **Administrative Forum for the Health & Human Services Coordinating Council (Forum).** JWB and the Pinellas County Department of Health and Human Services (PCDHHS) have provided leadership to the Administrative Forum. Executives of all the major funders of health and human services come together in Forum meetings to discuss their collective human services efforts. In this role, JWB has been instrumental in facilitating a philosophical shift among key funders toward greater collaboration in service delivery.
  - *Common Language and a Shared Agenda.* A Results-based Accountability framework was adopted; four broad desired results were articulated for Pinellas County that mirror the results identified by the Children's Cabinet. They are:  
*Every Person in Pinellas:*
    - *Has the opportunity to learn and succeed*
    - *Is physically and mentally healthy*
    - *Lives in a safe and sustainable community*

- *Has stable and affordable housing*
- **Leveraging Resources.** The structure of the Forum has allowed Pinellas County to receive grant awards by funders seeking communities with established local collaborations. Two such grants were:
  1. *A \$4.85 million Center for Disease Control (CDC) grant over two years to the Pinellas County Health Department for Communities Putting Prevention to Work, an obesity prevention program;*
  2. *\$5 million over five years for the LAUNCH (Linking Actions for Unmet Needs in Children's Health) grant. Project LAUNCH is a federal grant which improves wellness among young children living in the Lealman Corridor Community of Pinellas County. The grant will fund services such as early screening and intervention for children; interventions for parental substance abuse/mental health needs; and support childcare centers and schools serving these children.*
- **Other Partnerships and Leadership Roles.** JWB's partnerships with Pinellas County Schools, County Health and Human Services, City of St. Petersburg, and numerous other governmental and human services agencies helped build a collective vision that is clear, compelling, and connected to the services children and families receive. This collective vision focuses attention on what is important, motivates leaders and providers, and increases the sense of shared responsibility for child and family outcomes.
  - *Child Welfare Transition.* In 2007, when the Florida Department of Children and Families made the decision to not renew the contract of the lead agency for the Child Welfare System in the Pinellas-Pasco area, JWB was asked to serve in a Leadership Role in the transition of the Child Welfare system to Eckerd Community Alternatives. JWB was asked to lend its expertise to the process of selecting a new Lead Agency. As part of that process, JWB also worked with DCF to revitalize the *Pinellas Community Alliance*, a community advisory and planning body.
  - *Parental Substance Abuse.* JWB convened a Community Forum on parental substance abuse in January 2012 and resourced subsequent meetings. Several key issues were identified by community stakeholders, including the rising incidence of newborns exposed to drugs and the rising incidence of families involved in the child welfare system due to parental substance abuse. Providers identified barriers to effective treatment of parents, and are working to develop policies and identify ways to collaborate to reduce duplicative assessments and provide services that better meet the needs of families.
  - *Collective Impact.* Issues facing families today are complex, multi-faceted, and often deeply rooted in poverty, and funders have realized that no one agency working alone can solve these problems. This has ushered in a new emphasis on working collectively to achieve community impact. JWB has played an important leadership role in fostering a vision of shared responsibility and working with other funders to translate that vision into action, whereby partners leverage and braid resources to accomplish common goals.
  - *County Healthy Communities Initiative.* The Pinellas County Department of Health and Human Services (PCDHHS) operate the only Federally Qualified Health Center in the county for homeless individuals through its mobile medical van. One consequence of the recession was the increased number of homeless families with children. PCDHHS reached out to JWB to partner in the creation of a One-Stop Center that would provide health care, respite, and access

to basic services for this population. This partnership resulted in PCDHHS securing a \$5 million grant to build a health facility on 49th Street. JWB continues to engage in this project.

- *Lealman*. The potential for full collective impact is being explored for the Lealman Corridor, one of five high-risk poverty areas identified in the County's *Economic Impact of Poverty* report<sup>ii</sup>. Sharing data among funders provides a comprehensive analysis for the design of targeted, holistic interventions using the collective resources of the participants. Ultimately, the goal is to implement these principles of coordinated services into practice in each of the high-risk areas to effectively address the needs of youth, families, and adults.
- *Out-of-School Services*. JWB and the City of St. Petersburg provide \$500K each in matching funds to expand the reach and quality of out of school time and summer programming to the City's at-risk youth.
- *Child Care*. JWB and the Pinellas County School Board collaborated on a Bridge for Summer Learning program for three and four year olds to improve school readiness rates.
- *Lew Williams Project*. This project, initiated by Pinellas County Schools (PCS), intends to create high quality early learning and wrap-around services for at-risk children. It targets high-risk areas of the county where large numbers of children enter kindergarten unprepared for school. PCS, the Early Learning Coalition, and JWB are providing resources. PCS has budgeted \$2.5 million to renovate facilities, and is also budgeting an additional \$4 million to pay for staff and operating expenses.<sup>iii</sup>
- *Point in Time Study*. JWB and the Homeless Leadership Board have worked on the data collection and analysis for the Point in Time (PIT) Study.

### Collaborating with Service Providers

The last six years have been a period of tremendous change for funders and providers as the economic crisis reduced the availability of funds for human services at the very time the need for services grew. State legislative action also reduced the capacity of local government to fund services. During this period, JWB worked with providers as a funding partner to provide stability to important services. In turn, JWB asked agencies to re-tool as funding was shifted to a model that paid for specific services rather than programs, and emphasized results and return on investment.

- **Agency consolidations and mergers.** JWB hosted training on agency consolidations and mergers, and also provided financial assistance to facilitate work on several agency mergers.
- **Contract Management/Research.** Working with agencies to re-tool their organizations, JWB evolved from a singular focus on compliance to a broader focus on better outcomes for children and families. Technical assistance was provided to enhance providers' capacity to report their results.

### Collaborating with Communities

A guiding principle of JWB is to promote community engagement for maximum impact and behavioral change. In FY 10-11, this principle led to the creation of JWB's *Program Development and Support Department* (PDS), charged with providing the necessary support to communities and providers to encourage collective impact, via community capacity building, partnership development, technical assistance, and training. JWB has accomplished this by working closely with Neighborhood Family Centers, Community Councils, and faith-based organizations, as well as other organizations which fund services.

- **Strengthening the Community Council Relationship.** Community Councils are regionally defined (North, Mid, and South) advisory groups that help identify unmet needs in their communities and build awareness of JWB services. JWB's Board hosts a joint meeting with all of the councils twice a year to foster community engagement.
  - *Neighborhood Family Centers.* A network of eight place-based centers that provide a comprehensive core of family support services to the children and families. Services are readily available and accessible due to strategic locations that are situated in some of the highest risk areas of Pinellas County. Due to this strategic proximity, JWB staff work closely with the leadership of NFC's to support and enhance their ability to meet and rapidly adapt to the evolving needs of their unique communities.
  - *Engaging the faith community.* The faith-based community is an important informal network of support for families in crisis. Over the last five years, JWB has strengthened its relationships with faith-based groups to better support communities.
    - In Tarpon Springs, JWB supported the creation of Peace4Tarpon, an initiative to promote awareness of the negative effects of trauma. Peace4Tarpon is now launching a trauma-informed children's initiative designed to address the barriers to school success which result from adverse childhood experiences.
    - In mid-county, JWB worked with a local pastor to create the Family-Oriented Concept Unified to Serve (FOCUS). Recently this group of faith-based leaders and social services created a website to identify faith-based social ministries.
    - Staff worked with the faith-based community through *Churches as Champions*, an initiative to recruit foster and adoptive homes, along with One Church One Child, Eckerd Community Alternative, and the Heart Gallery.
- **Building a common agenda with the business community.** The U.S. Chamber of Commerce, Institute for a Competitive Workforce, recently identified greater business involvement in early childhood education as a critical future workforce issue.<sup>iv</sup>
  - *Learn & Succeed.* JWB is working with key business leaders to create a structure for local business involvement in early childhood education initiatives.

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## Transforming Systems of Care

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### Shifting from Child Care to Early Learning/School Readiness

Beginning with several Board presentations by the JWB research staff identifying the poor school readiness results for children in subsidized child care, JWB has expanded its approach from just funding child care to funding quality early education. This change resulted from the Board's recognition that its funding for child care was not increasing the number of children entering kindergarten ready to learn.

- **The Quality Early Learning Initiative.** In November 2012, the Board approved a contract with United Methodist Cooperative Ministries/Suncoast, Inc. to implement the Quality Early Learning Initiative, which will serve 200 children ages birth to five who live in the five priority areas in the county. This initiative incorporates quality components identified to make a measurable impact: licensed Children's Centers, a research-based curriculum, staff with in-depth knowledge of early childhood, reduced staff-child ratios and group sizes to the National Association for the Education of Young Children (NAEYC) standards, a high-quality environment, and best practices to promote the goal of parents being effective partners in their children's education. The children are referred from JWB-funded early identification programs: the Health Department's Nurse-Family Partnership and Healthy Families Pinellas, and Suncoast Center's Family Services.

The first center opened in February 2013 at St. Paul's Lutheran Church in Clearwater and began by serving approximately 40 children. Other centers are slated for St. Petersburg, Tarpon Springs, and High Point. All sites will use biometrics technology to register and track children's attendance and request reimbursement. The long-term goal is to increase the percentage of children entering kindergarten ready to learn. JWB research staff will evaluate the initiative and examine not only school readiness in kindergarten, but also how the children fare throughout their school careers.

- **The Fairmount Park Initiative.** This initiative provides students from pre-kindergarten to 5th grade with support through educational programs, integrated community services, social services, early intervention and prevention programs, as well as resources to increase students' academic performance, improve their behavior, and increase parental engagement and community support. JWB, in partnership with Pinellas County Schools, Suncoast Center, Inc., and the City of St. Petersburg is providing an overlay of wrap-around services for the children selected for this initiative at Fairmount Park Elementary, which is already showing promising results: the children are improving in their reading and math skills; they are behaving well in class, and parent involvement has increased.

### Access to Care: Delivering the right service at the right time in the right dosage

- **Common Eligibility.** JWB has taken the lead in improving access to care by working to implement *One-e-App*, a web-based solution that quickly connects families to the services they need. The system streamlines the application process for families and program administrators by establishing one electronic application that collects and stores information, screens and delivers data, and helps families enroll in a wide range of benefit programs, including: Medicaid, Supplemental Nutrition Assistance Program (SNAP, formerly food stamps); Temporary Assistance for Needy Families (TANF); Women, Infants and Children (WIC); Florida KidCare/State Children's Health Insurance Program (SCHIP); Emergency Home Energy Assistance for the Elderly Program (EHEAP); Low Income Home Energy Assistance Program (LIHEAP); and Earned Income Tax Credit (EITC).

- **Family Services Initiative.** JWB has worked with providers to develop greater efficiencies in delivering services by developing a systems approach to wrap-around services. A “system of care” is an organizational philosophy and framework that involves collaboration across government and private agencies, providers, families, and youth for the purpose of improving access and expanding the array of coordinated community-based, culturally and linguistically competent services and supports for children and youth.<sup>v</sup> Communities that have developed such systems of care have shown significant improvement in key outcomes for children, including sustained mental health improvements, reduced arrests, improved school attendance, and scholastic achievement.

The goals of the Family Services Initiative are to:

- Reduce wait time from the initial call for help to the time services are received;
- Establish a way to access care through 2-1-1, with a direct transfer to the most appropriate service provider;
- Establish a “no wrong door” approach for accessing services; help can be obtained from a broad range of entry points;
- Standardize screening and triage process across provider organizations;
- Track non-duplicated consumers’ re-entry into the system; and
- Reduce duplication of data

The Family Services Initiative consists of 2-1-1 Tampa Bay Cares, Inc. information and referral services, triage/navigation, direct service providers, utilization management, utilization review, and the JWB Administrative Services Organization to streamline fiscal efficiencies. 2-1-1 is the point of contact for families, and screens calls for eligibility for resources such as Medicaid and private insurance. Eligible families are referred to a network of providers with the ability to submit a bill for service, thus enabling JWB and other agencies’ funds to go further.

### Funding Services, Not Just Programs

JWB has been innovative in the way it is funding services for children and families. Several years ago, some funds were shifted to ensure that dollars were directly linked to those receiving services, rather than to a program. This model works to ensure that people get the specific services they need. JWB achieves this goal in the following ways:

- **MOAs.** JWB is using MOAs to fund the Child Care Safety Net and the Family Services Initiative. Before the advent of MOAs, JWB used a “service level” approach and contracted with agencies to provide services to a predetermined number of clients. Because public funds are expended for services tailored to clients’ needs, taxpayers and clients benefit. Fourteen MOAs were issued in FY 2012-13. The agency providing a service documents its delivery, requests authorization for payment, and then is paid for the service rendered
- **Units of Service.** Some traditional contracts have been shifted to a unit of service reimbursement model rather than the traditional Contracted Service Level reimbursement mode, which further conserves resources.

### Funding Proven Models Increases Return on Investment

- **Evidence-Based Programs.** In order to fund an array of interventions to support at-risk children and their families, JWB recognizes that it is imperative to fund programming which provides positive sustainable outcomes in balance with an economic return on investment (ROI) that is satisfactory to the public. The rigorous evaluations completed on these programs serves as the cue that they are very likely to have demonstrable positive impacts on the Board’s priority areas of improved school readiness, school success and reduction in child abuse and neglect. JWB has recognized the



value of replicating these high quality evidence-based interventions which have consistently demonstrated success.

In addition to making the decision to fund evidence-based interventions, JWB is committed to verifying results through monitoring the implementations to assure services are delivered in accordance with their respective models. Thereby we ensure desired outcomes are attained; regularly convey our findings to the Board and public, and pinpoint the benefits to investment ratios for specific services. Dedication to this path allows JWB to state that the range of funded services represents the right intervention, at the right time, for the best cost and optimal outcomes for the children we serve. JWB has implemented several evidence-based programs:

- **Home Instruction for Parents of Preschool Children (HIPPOY).** In 2004, Washington State Institute for Public Safety (WSIPP) estimated that HIPPOY returned \$1.80 for each dollar invested in this early childhood literacy program (Aos, et. al., 2004). Findings from evaluations of the HIPPOY program in other states have indicated that children who have participated for at least one year were performing better in reading, math, and language arts achievement tests, had higher grades, fewer suspensions than their peers, and higher teacher behavior ratings through the 6<sup>th</sup> grade (Klein, L., Weiss, H. & Comby, D., 2006). In Pinellas, 100% of children who completed the program were ready for school.
- **Nurse-Family Partnership (NFP).** This is a Blueprints model program, with randomized controlled studies showing the intervention produced behavioral changes which were sustainable for a minimum of one year after cessation of the service. NFP is a maternal health program that partners low-income, first time mothers with nurse home visitors. Enrollment occurs as early in the pregnancy as possible and participants are not accepted after the 28<sup>th</sup> week of gestation. The families remain engaged with the program until the child turns two years of age. During home visits, specially trained nurses offer information, support, answer questions, address concerns, and prepare the mother for childbirth and a safe delivery. After the birth of the child, the nurse will provide coaching in child development, help the mother with self-sufficiency goals, including education, and employment. Repeated evaluations of this program have consistently produced positive long-term effects: improved family health, education, and economic self-sufficiency. WSIPP has also estimated that the return on investment for this program is approximately \$7.00 for each dollar invested.
- **Healthy Families Pinellas.** Healthy Families is a home visiting/family support program serving pregnant women and families with newborns. It is designed to support parents, prevent child maltreatment, and promote positive parent-child interaction through home visits by family support workers. Services include home and hospital based assessment, in-home parent education, tracking and assessment of child development, bonding and attachment, immunizations, coordinated family center case management, and referrals to community services. A review of Healthy Families America by the Washington State Institute of Public Policy found this intervention showed significant reductions in child abuse and neglect (Lee, S., Aos, S., & Miller, M., (2008).
- **Incredible Years (IYS).** Another Blueprints model, Incredible Years consists of two multi-faceted and developmentally-based curricula for parents and children which are designed to promote emotional and social competence and prevent, reduce, and treat behavior and emotional problems in young children. Incredible Years supports JWB's focus area of school readiness through early intervention with children who are at the greatest risk of not succeeding in the educational environment due to disruptive behaviors. The return on JWB's investment when the Washington State Institute for Public Policy's (2011) ROI calculation for Incredible Years is utilized is approximately \$7.50 for each dollar expended.

- **Big Brothers/Big Sisters (BBBS).** This Blueprints model mentoring program is estimated to return slightly over \$3.00 for each dollar invested (Aos, et. al. 2004). Outcome evaluation results have found that BBBS youth were less likely to initiate use of illicit drugs and alcohol, less likely to hit someone, had improved school attendance and performance, improved attitudes toward completing schoolwork, and better relationships with family and friends (McGill, Mohali & Groteper, 1998).
- **Carrera.** The Carrera Summer and After School Program is based on the Carrera Adolescent Pregnancy Prevention Program that has demonstrated findings including, but not limited to: reduced pregnancies, delayed initiation of sexual intercourse, higher sexuality information scores by the program participants, more employment experiences, higher standardized test scores, more bank accounts, increased ability to resist coercive sexual pressure, and the more conscientious use of contraceptives. The theory behind the Carrera program is that youth are “at-promise” and that a supportive, nurturing and forgiving environment will, in time, yield positive results. The approach utilized in this model is holistic in that it recognizes youth development should occur in multiple areas.
- **Performance Measurement.** For many years the Board has asked the question “are we making a difference?” Through the development of data sharing agreements with the social systems that consistently touch children’s lives, (e.g., schools, child welfare, early learning), the research team has recently been in a position to gather data which facilitates analyses to answer this question and many more. Research regularly utilizes this information to determine how children served by JWB funded programs are doing, by observing whether they access other systems such as juvenile justice and child welfare. Consistent access to this level of data allows for both cross-sectional (snapshot in time) as well as in-depth longitudinal analysis.

Adopting the **Results-based Accountability** (Friedman, 2005) framework brought consistency to JWB’s performance measurement system by connecting program level performance to community-level indicators. We were able to shift focus from solely measuring contracted levels of service to measuring program performance related to progress toward outcome benchmarks identified by the Children’s Cabinet and adopted by the JWB Board in December 2010. Within each indicator and strategic focus area, researchers analyze program performance against three measurement categories: “How much did we do (how many children and families were served)? How well did we do it (were immediate outcomes positive)? Is anyone better off (did the program demonstrate sustainability when longer-term outcomes were analyzed?”<sup>vi</sup>

The information provided by the performance system and additional subject-specific studies conducted by the JWB research staff helps provide the Board with information to effectively plan and fund services for greatest impact. Such information also assists programs by providing tangible evidence of their impact in the community and gives taxpayers assurance that the program portfolio is consistently providing the desired return on investment. This system of data sharing among JWB and its community partners has served as a model for entities across the country faced with the same questions regarding outcomes and performance.

- **Council on Accreditation.** JWB is seeking accreditation from the Council on Accreditation (COA), “an international, independent, not-for-profit, child and family service and behavioral healthcare accrediting organization” founded in 1977.<sup>vii</sup> Accreditation stands as an objective measure of quality. The process of securing accreditation allows JWB to assess its current operations against recognized quality standards, to promote organizational learning, and to refine its quality improvement strategies in order to advance JWB’s goals for improving the well-being of children and families in Pinellas County. Being accredited will allow JWB to state to the community that our organization meets all applicable professional standards.

- **Logic Model.** In early 2013, the Research Unit worked with funded providers to update their program logic models using interactive software. The purpose of this initiative was twofold: first, this process helped providers refocus on exactly what interventions they provide, what results are expected and how their intervention improves child well-being in one of the Children's Cabinet indicator areas; second, this information is used as the structure for data collection so that progress toward these indicators can be easily demonstrated to stakeholders and with the public.

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## Governance & Innovation

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As JWB grappled with ways to strengthen services to children in the face of reduced revenues, the agency streamlined its operations and looked to innovation for increased efficiencies.

### Focus on Core Business

JWB engaged in a critical analysis of its core operations and began to systematically divest of property and contract out for services that were not part of its core mission.

- **Sale of JWB Property.** The Board made a determination that JWB should lease rather than own property. Based on this decision, the organization sold its 49<sup>th</sup> Street and 66<sup>th</sup> Street properties in 2007 and 2010, respectively. In May 2007, JWB entered into a ninety-nine (99) year lease with St. Petersburg College (SPC) at its EpiCenter campus location.
  - An additional benefit of this decision is that the central location of the new site has been popular with community organizations looking for a place to meet. JWB has opened the building to these meetings, and used this opportunity to introduce new people to JWB and its mission.
- **Technology Support.** JWB contracted with the Pinellas County Business and Technology Services (BTS) Department for technology infrastructure support, which provides a level and breadth of services that would be cost-prohibitive in-house. Through this partnership, JWB has significantly bolstered its systems with network and infrastructure redundancy, reconfigured its servers and network for greatly improved performance, and achieved greater system reliability through an upgrade to the data center. All of these improvements have been completed with JWB reducing its technology budget year-over-year.
- JWB's administrative rate remains below 11%.

### Strategic Alignment of Funding

- **A Narrowed Focus.** In October 2006, the JWB Board of Directors, staff and community stakeholders participated in a Collaborative Lab process at St. Petersburg College which resulted in three strategic focus areas: ending child maltreatment, preparing children to learn when they enter school, and promoting children's success in school. In May 2007, in anticipation of budget reductions, staff used the Board's priorities as a foundation for targeted funding recommendations.
- **Revisions to the JWB Funding Policies.** Following the Collaborative Lab experience, the Board approved revisions to its funding policies to "assure that JWB funds promote countywide systems of care that make a clear and visible impact, while maintaining cost efficiencies."<sup>viii</sup> Board policies now emphasize alignment with the strategic plan, and a focus on vulnerable children most in need of JWB support. Eligibility for JWB funds included a demonstrated ability to deliver outcomes through prior outcome attainment and evidence-based programs; demonstrated operational cost effectiveness, and the provision of tangible benefits for participants.
- **Establishment of a Community Priorities Fund.** Recognizing that emerging funding needs or opportunities can arise, the Board authorized creation of a Community Priority Fund. Dollars from this fund are available on an annual basis for on-going or one time only critical needs necessary to assure the continued operation of quality programming.

- **Program Stability Fund.** In 2008, anticipating a decline in revenues, the Board approved the staff proposal to create a program stability fund and to manage the orderly reduction of programs over a multi-year course, based on a concern that a precipitous cut in funding would result in children being abruptly terminated from services. The Board agreed to continue this strategy for maintenance of programs through 2015. Fund balance dollars have been used to close the gap between ad valorem revenue and the total budget. Interest income, grants and revenue from the sale of JWB's buildings were also used to fill this gap.

Today, JWB is a much more focused agency as a result of these policy changes. In FY 06-07, JWB funded 58 different agencies and 122 separate programs. Today, JWB contracts with 34 agencies, which in turn, deliver targeted services through 69 programs and memoranda of agreement.

### Revenue Maximization: Leveraging Public Funds

- **Targeted Case Management.** JWB participated with the Ounce of Prevention Fund of Florida and the United Way to support Florida legislative initiatives that would provide a means for leveraging local funds as match for federal dollars. JWB has utilized Targeted Case Management as a strategy to maximize revenue from Medicaid. This effort began with Healthy Families and expanded to PEMHS, Children's Home Kinship Services Network and Suncoast Center, and JWB continues to identify more opportunities to pursue revenue through other programs. JWB provides technical assistance to providers, and contracts with the Public Consulting Group to manage the submission of claims and conduct file reviews for compliance. Funds received through revenue maximization are shared by JWB (65%) and the agencies (35%).
- **Child Care Executive Partnership (CCEP).** CCEP is a public/private partnership created by the Florida Legislature in 1996 to leverage a relationship between businesses and families who want to work and succeed. It provides incentives for employers to contribute to child care for their employees and matches public dollars available for child care. Through its participation in CCEP, JWB drew down available match dollars that doubled the number of child care slots each year. There are three priorities tiered funding categories: corporate, non-profit and government match dollars. In 2012-13, Pinellas Core Management Services (PCMS) began serving as the non-profit entity, thus increasing the priority match amount.
- **Medicaid Buy-Back Program.** Florida law permits hospitals to use "qualified Intergovernmental Transfers" (IGTs) to "buy back" funds that are lost through legislative rate reductions. In FY 2011-2012, JWB provided an Inter-Governmental Transfer (IGT) on behalf of All Children's Hospital for services rendered to Medicaid eligible children. JWB's participation in this program reduced JWB's investment (up to \$350K) in community behavioral health services provided to children by Suncoast Center. The dollars saved were added to the JWB Program Stability Fund. In FY 2012-2013, JWB will provide an IGT to the Agency for Health Care Administration for both All Children's Hospital and Bayfront Medical Center. The hospitals are partnering with JWB to support children's community behavioral health services, which in turn, will reduce JWB's investment in the program portfolio. Up to \$475K became available for JWB-funded children's services as a result of this action. This is an example of partnering that leverages public resources to benefit children by providing them with needed services.
- **Administrative Services Organization (ASO).** JWB developed an ASO to provide fiscal services to the NFCs at a low cost, which enables focus on children and family services at the center. It also reduces the time NFC staff must spend on fiscal and administrative oversight. The ASO also processes child care slot reimbursements, which eliminates \$100,000 in previously funded administrative charges.

## Realizing Efficiencies by Investing in Technology

Over the past six years, JWB has re-affirmed its commitment to responsible stewardship of taxpayer dollars by undertaking a number of actions.

- **Shared Data and a Multi-System View through Business Intelligence.** Answering critical policy questions about child and family well-being requires concerted efforts to integrate information across these data systems, and to monitor children's progress across programs and over time. Recognizing the importance and value of this effort, JWB took the lead in establishing a vision for a shared data system, and took action to establish the technology and protocols to bring this vision to fruition.
  - JWB entered into data sharing agreements with Pinellas County Schools, Eckerd Community Alternatives and the operator of the Pinellas Juvenile Assessment Center. The power of these agreements comes with the ability to create a broader view of children from all available data sets and understand what factors positively and negatively impact youth in Pinellas County. JWB has created a method for matching youth across the datasets to create a singular view of a particular youth or groups of youth. Data management protocols were developed to ensure that data remains current over time.
  - A *Data Warehouse* was established to store information from various entities. Conventions for matching cases across systems were developed. This combination of datasets enables analysts to evaluate outcomes. Additionally, through JWB's first in the nation ability to build a single view of a child through shared data, the opportunity exists to determine the effectiveness of particular strategies and initiatives. It can also offer guidance in increasing the impact of each dollar invested. JWB's ability to make data-driven decisions and policies has greatly increased over the last five years.
  - *Operations Dashboard.* JWB has been developing systems to make data available to users. The latest and most promising effort is the Roambi mobile reporting application. Drawing from information housed in the Data Warehouse, Roambi provides a dashboard of current operations, including information on funded programs, staff assignments, program performance and budgets. JWB's innovative use of Roambi has been written up in a case study by the software's authors.
  - *Biometrics.* JWB has explored various uses of biometrics technology to provide more efficient billing processes between funders and providers. Initial efforts have shown great promise for use in child care centers, whose billing process has typically been paper-based and required a good amount of staff effort to ensure that it ran smoothly. Now in the second phase, a biometric hand scanner is being added to the mix so that youth will be able to electronically scan in and out. The system automatically records attendance, determines the rate for the service provided and readies a payment to the provider. The savings generated by this process will allow providers to redirect staff to program delivery functions.
  - *Measuring Results.* A community indicators project was jointly resourced by JWB and Pinellas County. The resulting website (<http://pinellasindicators.org>) provides geo-spatial data that has been used in planning activities, such as the recent Economic Impact of Poverty Report produced for PCDHHS Desired Results. It also tracks a wide range of indicators measuring progress related to the community.

- **Enhancing Internal Data Quality.** Government today needs to run like a business; therefore it must have internal capacity to generate timely information about its operations for use throughout the agency.
  - *Updating JWB's Internal Database.* In November of 2012, the Board approved the purchase of a state-of-the-art grant and program management system called the Grants Evaluation Management System. This is a comprehensive, secure, web-based software application that will allow JWB staff to manage contracts, track funded services, and generate reports that provide for the analysis to inform funding and policy decisions. The system is designed to manage the business functions related to programs and agencies, as well as assist JWB Researchers in gathering needed data to JWB programs with the Board's desired outcomes.
- **Communication and Transparency.** JWB has used new technology and social media to meet its goals of communication with community partners and the general public. Staff was given a unique mandate to increase the frequency and quality of communications while maintaining modest expenditures. Therefore, staff worked to build customized communications platforms through new and innovative technologies and non-traditional media outlets.
  - *The JWB Website.* JWB has expanded its reach to thousands of Pinellas citizens through use of the JWB website (<http://www.JWBPinellas.org>). This is a flexible site, supported by a customized content management system that provides an array of information, including Board Meeting notices, minutes (including information on the JWB budget and Truth in Millage (TRIM) hearings), community headlines, JWB policies, employment opportunities, and help for parents. Current information on services funded by JWB is also available on the website.
  - *Social Media Presence.* JWB has developed a strong social media presence: its list of *Constant Contact* recipients has grown to over 3,000 persons and organizations that routinely receive information about JWB and its community partners. YouTube videos feature information about funded services, as well as interviews with community partners and leaders, plus video segments that focus on broader community services and events (<http://www.youtube.com/user/JWBPinellas>).
  - *Twitter Feed.* JWB was the first Children's Services Council to utilize Twitter and Facebook social media platforms. With more than 830 followers on the Twitter feed (@JWBPinellas), the JWB digital community is growing. Staff uses individual Twitter feeds in response to the JWB Disaster Recovery plan, and tweets JWB Board Meetings live.
  - *Facebook.* With more than 677 "likes" and several high-traffic posts, the Facebook page serves as a platform to help promote JWB public meetings and events to a wider audience. It is also a place to share new data and information across platforms (<http://facebook.com/JWBPinellas>). JWB has also established a LinkedIn presence which is primarily used to promote employment opportunities.
  - *Non-Traditional Media Outlet.* JWB has partnered with several non-traditional and targeted-demographic media outlets to share "good-news" stories about the work funded by JWB. Online magazines (*83 Degrees Media*), family-centric magazines (Tampa Bay Good Living), and targeted demographic magazines and news outlets (Power Broker; Radio Disney) allow JWB to reach a broader, more specific audience without relying on more traditional and expensive media venues.

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## Works Consulted

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<sup>i</sup> FY 07-08 Budget Parameters. Board Memo April 12, 2007 JWB Board Meeting.

<sup>ii</sup> Reference for the report

<sup>iii</sup> Lim, Sylvia. *Early learning project honors hero, 'gentle giant'*. Tampa Bay Times. February 17, 2013 (p) 3

<sup>iv</sup> <http://icw.uschamber.com/>

<sup>v</sup> Substance Abuse and Mental Health Services Administration. Retrieved from [http://www.samhsa.gov/grants/2011/sm\\_11\\_008.aspx](http://www.samhsa.gov/grants/2011/sm_11_008.aspx) on February 18, 2013.

<sup>vi</sup> Friedman, Mark. (2009) *Trying Hard is Not Good Enough*. p.67.

<sup>vii</sup> COA webpage <http://coanet.org/about/about-coa/>

<sup>viii</sup> JWB Board Funding Policies