

# Maryland's Local Management Boards



Making A Difference for Children and Families  
1990-2010

## Acknowledgements

Many people have contributed in important ways to this report. Let me begin with expressing appreciation and admiration to the thousands of people who were willing to enter into uncharted territory to develop Local Management Boards (LMBs) across Maryland for over twenty years. Respondents, elected officials, state agency administrators, service providers, parents and citizens “stayed at the table” to improve Maryland’s services for children and families, regardless of the difficulties and periodic frustrations that accompany any innovation as bold as LMBs. This report acknowledges their accomplishments as LMBs have become a vital partner in the work to “make a difference” for children and families in local communities.

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Many thanks are due to the LMB Directors Planning Team, who have answered questions, provided reports and served as a conduit to the full complement of LMB Directors. The team members of Pamela M. Brown (Anne Arundel County Partnership for Children, Youth and Families), Michael Clark (Queen Anne’s County Community Partnerships for Children and Families), Linda Hardman (Wicomico Partnership for Families and Children), and Donald Schlimm (Baltimore County Local Management Board) provided invaluable assistance. And my appreciation to all the LMBs for responding to requests for data.

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And, of course, thanks to the more than 800 people who responded to the broadly distributed electronic survey through which Maryland’s citizens could share their views about LMBs they are involved with. The unusually high rate of response to this survey reflected their commitment to, reflections about and – as can be seen in comments contained in the report – passion about the value added in their communities by the LMBs.

As a native of Maryland, it is my privilege to prepare this report.

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### ABOUT THE AUTHOR

Ms. Rozansky has extensive experience in the fields of children, youth, and family services, working nationally with public systems, foundations, and community collaborations. She is recognized for her expertise in using Results Based Accountability as a means to achieve better outcomes for communities and programs. Previously, Ms. Rozansky served as the first Executive Director of Missouri’s Family Investment Trust, a partnership of Missouri’s state agencies and local communities that implemented community decision-making bodies. In the past decade, Ms. Rozansky has consulted with numerous state agencies and communities, as they work to improve the health, education, safety and well-being of children and youth through her firm Pathways to Results.

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# Executive Summary

A little over twenty years ago, Maryland took a bold step to improve the lives of the state's most vulnerable children and families by changing the ways citizens and government work together.

Maryland set out to:

- **Change services to be more comprehensive, family-focused and** community-based;
- **Change the way decisions were made**, to be more locally-driven, collaborative, and results-based; and
- **Change the way services are funded**, by de-categorizing funding and redirecting spending from “deep end,” high cost out-of-home placement services to more preventive services, with funding decisions based on evidence of success.

The initiative started with an Executive Order that authorized the Governor's Office on Children and Youth and state agency partners to set a new course with communities, organized through new entities called Local Management Boards, or LMBs. The development of these entities was begun in Prince George's County and followed by LMBs in Baltimore City and the counties on the Eastern Shore. With the investment of a five-year, \$7.5 million grant from the Annie E. Casey Foundation, and supported by a national organization, the Center for the Study of Social Policy, Maryland moved to implement the Children's and Family Service System Reform initiative.

*“The LMBs do so much for so little. They show what they can do for kids on a shoestring budget. Even in a tough economy they are able to show results including working to help children be ready for school and succeed in school.”*

~ Senator Nancy J. King

SENATE CHAIR, JOINT COMMITTEE ON CHILDREN,  
YOUTH AND FAMILIES  
MEMBER, BUDGET AND TAXATION COMMITTEE

In 1990, encouraged by the promising changes underway, the General Assembly enacted legislation that authorized LMBs statewide, and by 1998 all 24 Maryland jurisdictions had an operating LMB. The LMBs were reauthorized in 2006 with clear mandates to strengthen decision-making capacity at the local level, implement effective service strategies, maintain high standards of accountability, influence allocation of resources across human service systems, and build public-private partnerships to improve results.

*Improving results for children, youth, and families* is the focus of all LMB activities. Maryland established eight Child Well-Being Results, and all

LMB programs, initiatives and partnerships are devoted to ensuring that:

- Babies born healthy
- Children are healthy
- Children entering school ready to learn
- Children successful in school
- Children completing school
- Children safe in their families and communities
- Stable and economically independent families
- Communities support family life

## Marylanders Assess LMB Effectiveness and Impact

For this report, over 800 people familiar with the work of LMBs – from all of Maryland's 24 local jurisdictions – responded to an electronic survey to assess the LMBs' effectiveness and impact. Respondents are from all walks of life: parents, representatives of government agencies (state, county and city) and school districts, LMB board members, service providers, faith and business leaders, community

volunteers, and others. The respondents gave LMBs very high marks for their effectiveness in carrying out their responsibilities under state law, as shown in Table 1.

Similarly, by large margins respondents rated LMBs as making a positive difference in their communities. Table 2 shows the ways in which respondents believe LMBs most impact their communities, with the highest positive response rate given to LMBs' success in achieving better results for children and families – their core role.

### Tracking the Differences That LMBs Make in Their Communities

Annually, LMBs report on the progress being made towards achieving Maryland's Results for Child Well-Being. Data presented in this report from LMB-funded programs in every one of Maryland's local jurisdictions illustrate how LMBs and their partners help children enter school ready to learn and succeed in school, reduce youth violence, promote healthy youth development, keep children safe and in their own homes, and achieve other important results.

### LMBS at a Crossroads: What Does the Future Hold?

Although the LMBs have a successful track record based on performance data and in the eyes of people across the state, they are at a critical juncture. With a 31% reduction in their programs since FY2009 and also in their core functions their capacity to fulfill their missions – and in some cases survive – is threatened by the impact of the recession and state budget reductions. Respondents to the survey conducted for this report express clearly what they believe will be lost if LMBs can no longer function:

- Outcomes for children, families and communities will be diminished;
- Local services and programs will be lost;
- Services are likely to be fragmented and duplicative, as they were before the LMBs; and
- Community services will experience a leadership void, damaging many aspects of local service systems.

In sum, there are multiple sources of evidence that LMBs are making a positive difference and that the state/local systems of which LMBs are a part have changed the landscape of services in Maryland for the better. It is now in the hands of Maryland's Governor, legislators and state agency heads – and in fact all of those who care about better futures for children and families – as to whether the results for children and families can be sustained.

**TABLE 1.**

<b>LMB Effectiveness Carrying Out Key Roles and Responsibilities</b> <i>(Score is Combined Effective/Very Effective Responses)</i>	<b>Response</b>
1. Assess community needs	88%
2. Build collaborative partnerships	88%
3. Help to develop programs that respond to community needs and strengths	85%
4. Identify and work to close service gaps	84%
5. Maintain standards of accountability	83%
6. Develop strategies that achieve clearly defined results for children and youth	81%
7. Serve as resources for agencies and grassroots organizations	81%
8. Create an effective system of services, supports, and opportunities	79%
9. Leverage new and existing grants and funding streams	79%
10. Represent local needs and concerns to local government	78%
11. Influence the allocation of resources across systems	73%
12. Represent local needs and concerns to state policymakers	73%
13. Keep the community informed on progress being made	71%
14. Engage a diverse representation of individuals across the community to participate in local decision-making	71%

**TABLE 2.**

<b>LMB Impact</b> <i>(Score is Combined Rating of Medium and High Impact)</i>	<b>Response</b>
1. Contribute to achieving better results for children and families in our county	87%
2. Operate programs that are achieving a high rate of success	86%
3. Enhance community resources to deliver needed services	86%
4. Raise awareness about child, youth, family and community needs	86%
5. Engage a diverse representation to participate in local decision-making about priorities, services and funding	80%
6. Leverage new and existing grants and funding streams to improve services for children	80%
7. Engage community stakeholders to take action to make a difference for children and families in their community	79%
8. Launch new programs in the county to benefit children and families	79%
9. Strengthen the decision-making capacity at the local level to set priorities and make funding decisions regarding services to children, youth and families	77%
10. Increases the capacity of service providers	73%

# Purpose and Scope of the Report

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Maryland's Local Management Boards are known statewide and across the nation as pioneers in the field of community decision-making. This report aims to capture the pioneering work of Maryland's 24 Local Management Boards (LMBs) to implement a locally coordinated service delivery system to improve outcomes for children, youth and families and to assemble evidence about what LMBs have accomplished.

The purposes of the report are threefold:

1. To describe the role of the LMBs in their local jurisdictions — i.e. what they are and what they do
2. To look at examples of the difference that LMBs make for children, youth and families
3. To present the views of people from across the state who have firsthand knowledge of the LMBs: their effectiveness, impact they are having, challenges they face and their future prospects

As the cornerstone of Maryland's Children and Family Services Reform Initiative launched in 1988, LMBs became the vehicles through which Maryland sought to achieve better outcomes for children, youth and families. The scope of this report does not aim to chronicle the complete history of the LMBs nor does it aim to assess or evaluate Maryland's System Reform Initiative. This report does not weigh in on the budget discussions per se; that is not the purpose of the report.

This report relies extensively on data gathered from the documents produced by the Governor's Office for Children and the LMBs themselves. In reality, the scope of this report does not include a comprehensive analysis of the LMBs' county-level child well-being indicators and performance measures across the 24 jurisdictions. There is considerable documentation available that does look at each LMB's track record on improving outcomes especially the LMB annual reports submitted to the Governor's Office for Children which exceed 600 pages in length for FY2010.

Additionally, data were gathered from an electronic survey sent to people who are involved with LMBs and to all of the LMB Directors. All 24 LMBs invited 1,750 individuals to participate in the survey. Forty-six percent, or 807 people, responded.

LMBs apply Results Based Accountability (RBA) practices throughout all facets of their work to identify, steer, track and improve their efforts to achieve Maryland's Eight Results for Child-Well-Being. The Governor's Office for Children incorporates RBA in the Community Partnership Agreements with LMBs, calls for LMBs to report on their progress through measurement of county level population indicators and program level performance measures and to assess the LMB's functions (including its capacity in RBA) annually. Consequently, this report is organized around the three measures of performance used in RBA – how much is done, how effectively is the work performed and what impact is made for people served.



# Steering a New Course: Children and Family Services Reform Initiative

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## ■ Impetus and Ingredients for Shifting to Local Coordination of Services

In the late 1980s, Maryland along with other states saw high rates of out-of-state placements of children coupled with soaring financial costs. Services for families were fragmented and often hard to access. More dollars were invested in repairing the damage than preventing the harm. Funding streams targeted “problems,” not “results”—leading to financing a piecemeal delivery of services across agencies, not a set of services to wrap around a child. With agency mandates focused on addressing problems versus achieving results, the data counted people served rather than who was better off. Agencies operated in silos making decisions about whom to serve and what services to provide. It was in this climate that Maryland sought to make changes to keep children in their homes and reduce out-of-home placements.

In 1988, Maryland launched its Children and Family Services Reform Initiative with Governor Schaefer’s Executive Order and anchored the reform when the General Assembly passed legislation (commonly referred to as Article 49D) in 1990. Former Senators Barbara Hoffman and Nancy Kopp were early champions in the General Assembly who saw the Initiative as opening a door to change. As Donna Stark, Maryland’s first System Reform Initiative Director, recalls, “the Initiative sought to shift to local control over resources in exchange for accountability to return children from out-of-state placements and to divert children from placement.” This shift translated into the Reform Initiative having three aims:

- **Change the way services are provided** to children and families by moving toward comprehensive, home and community-based, and family-focused services.
- **Change the way decisions are made** to a locally-driven, collaborative, and results-based approach that facilitates public/private partnerships.
- **Change the way services are funded** by de-categorizing funding and redirecting spending from “deep end” high cost out-of-home placement services to providing more flexibility for funding decisions based on outcomes.

As Janis Parks, Baltimore City’s first LMB director in 1991, notes, “The three types of change was our mantra.” While this new “mantra” grounded the Initiative it also presented challenges in changing the nature of longstanding and entrenched relationships between state agencies and local communities and also across state agencies themselves. As George Whitehead, current Chair of the Wicomico Partnership for Families and Children, notes, the early days of launching the LMB created “turf issues on whose dollars (state agency) were going to be spent and who decides how to spend the dollars.”

As the work of reform advanced in the 1990s a set of principles were adopted to steer the work to achieve better quality of life conditions for Maryland’s children and families. While improved and revised over the years, these principles have withstood the test of time and continue today to direct the work of communities and the state to:

- Increase local authority to plan, implement and monitor children and families services on an interagency basis.
- Shift resources to prevention and early intervention efforts, which support children and families, consistent with child and public safety needs.
- Maximize family-centered, home and community-based services, which include interagency case management and a single point of access to multiple agency services.
- Ensure the interagency budget for children and family services reflects the priorities of the Subcabinet for Children, Youth and Families (Subcabinet) and that each agency's budget has the flexibility to address these priorities.
- Ensure system wide oversight, monitoring, coordination, and accountability through the Subcabinet.

Maryland had two integral partners in shaping and supporting the Initiative – the Annie E. Casey Foundation and the Center for the Study of Social Policy. The Casey Foundation made an unprecedented five-year \$7.5 million investment in Maryland's Initiative and designated the Center for Study of Social Policy as its intermediary for implementation, technical assistance and accountability. The Center for the Study of Social Policy worked hand-in-hand with the Initiative leaders and people on the front lines to operationalize the Initiative's aims. In the early days there was no playbook or operating manual. Rather it was a "learn as you go process." The times were both exciting and challenging in figuring out the work, managing the relationships, and clarifying the accountability among state and local partners. As Janis Parks

notes, "the name changes we went through represented the struggles we faced on redefining the power relationships across the legislative and executive branches and local communities." Parks' point is illustrated by the successive name changes — LMBs were first designated as Local Governance Boards and then became Local Planning Entities and finally Local Management Boards.

Maryland's implementation of LMBs honored the underlying tenet of "local decision-making" even in the formation of the LMBs themselves. As Donna Stark recalls "there was not a one-size fits-all-cookie-cutter approach to implement the LMBs. We reached out to communities inviting them to join this work of change for better outcomes." The early adopters included Prince George's as the first LMB followed by Baltimore City and the Eastern Shore counties. More jurisdictions came on board as the early adopters demonstrated the success of using

flexible dollars to return children from out-of home placement and had access to incentive funds to divert other children from placement. All jurisdictions had an operational LMB by 1998 opting for one of three types of organizational structures: county governmental, quasi-governmental or non-profit corporation.

Another innovation in the early years occurred in 1992, when Maryland created what has become known as the "Earned Reinvestment" funds. It was based on the theory that "monies saved through effective refinancing efforts and flexible funding should be available for reinvestment in building resource capacity and in providing incentives to local jurisdictions for local development and/or enhancement of services and programs."<sup>1</sup> These funds were earned by LMBs for achieving results under the Family Preservation and Return/Diversion programs and were used to advance a local plan through the development of community-based services, development of prevention and early intervention services, community outreach, training and technical assistance, leveraging and/or maximizing other funding sources (both public and private) and other services approved by GOC. When the LMBs were responsible for Family

*"The LMB is a critical part of our safety net for vulnerable children and their families. They work closely with other public and private entities to mobilize around, build consensus, drive public policy, raise funds, deliver programming and monitor results for children and families in our community."*

~ SURVEY RESPONDENT



Preservation and Return/Diversion services, the local jurisdictions were able to earn these incentive funds, which were then used to bring up services in communities for which there was no other available funding stream. At that time, LMBs helped create Family Resource Centers, Crisis Respite Centers, Community Centers, and afterschool programs. The incentive dollars were also used for mini-grants to small, local non-profits that are rarely funded through larger state initiatives, such as homework clubs, bereavement camps, and mentoring programs.

## ■ Building a “Dream House” Room by Room in 24 Jurisdictions

In 1995, Maryland participated along with eight other states in a groundbreaking cross state exchange on local governance sponsored by the Annie E. Casey Foundation and convened by the Center for the Study of Social Policy, which resulted in the definition of local decision-making and core characteristics of these local decision-making bodies. At this exchange, Maryland’s team, composed of Cabinet members and LMBs, characterized their work as building a “Dream House” that “represented community services as we want them to be. This house has ‘24 local rooms’ representing the 24 jurisdictions in Maryland. The foundation for the House is supported with legislative underpinnings and government structure.” Maryland can take pride in their achievement to build their “Dream House.”

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*“LMBs serve a critical oversight and facilitative role within the community. Without its presence, services would be irregularly delivered and resources would be susceptible to the whims of individual agencies and local government.”*

~ SURVEY RESPONDENT

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The initial Executive Order and the legislation charged the LMBs with creating a coordinated system of service delivery in local jurisdictions. The initial LMB legislation under Article 49D contained a sunset provision for 2005. Governor Ehrlich issued an Executive Order in June 2005 to maintain the LMBs and in 2006 the General Assembly re-codified the LMBs under Human Services Article 88-301-305. The 2006 statute describes a specific set of responsibilities of the LMBs.

- Strengthen the decision-making capacity at the local level
- Design and implement strategies that achieve clearly defined results for children, youth and families as articulated in a local 5 year strategic plan
- Maintain standards of accountability for locally agreed upon results for children, youth and families
- Influence the allocation of resources across systems as necessary to accomplish desired results
- Build local partnerships to coordinate children, youth and family services
- Create an effective system of services, supports, and opportunities that improve results for all children, youth and families

LMBs carry these responsibilities by playing multiple roles in their communities. Participants in the electronic survey commonly referred to the LMBs as: a neutral convener, census builder, mediator, funder, planner, data collector, capacity builder, partner and the “glue that holds us together.”

## ■ Bringing Together Local Public and Private Voices at the Table

The LMB members are the leaders and drivers of change in their communities. The State requires the Boards to have a specific composition of members: 51% public sector representatives and 49% private sector. Aligning with the interagency nature of services for children and families, each board must include representatives from the local health department, the local office of the Department of Juvenile Services, the core service (mental health) agency, the county public school system and the local department of social services. Additional public sector members include city and county government representatives from councils, commissions, libraries, law enforcement, the

## LMBs IN 2010 AT A GLANCE

### Organizational Structures

Governmental.....	17
Quasi-governmental.....	3
Non-profit corporation.....	4

### Board Membership

Total number of board members .....	452
Average number per LMB .....	19
Range.....	13 to 30 members

### “Top Ten” LMB Board Member Composition

100% .....	state agency staff
100% .....	school district
91% .....	community volunteer
87% .....	community-based organization
87% .....	non-profit service provider
83% .....	county agency staff
78% .....	law enforcement
70% .....	parent
70% .....	business
61% .....	faith community

### LMB Directors Tenure

54% .....	less than three years
17% .....	between four to six years
29% .....	greater than six years

courts, etc. From the private sector, members include parents, youth, business people, service providers, community volunteers, advocates, funders, representatives from the faith community, early childhood community, local collaborations, etc. The composition of the Board assures “local voice, local choice” by representing and understanding the culture, politics, economic, social fabric, and range of needs across populations — especially the disparities that exist because of race, ethnicity, income and geography in each county.

As the LMBs were taking root across the state, the lead staff and some Board members sought to learn from one another and also share their ideas about how to approach this new relationship with the Office for Children, Youth and Families. These informal gatherings evolved over the years to form an LMB Association with governing by-laws in 1998. Originally supported through the technical assistance resources provided by the Casey Foundation, now the lack of funds from private or public sources to support the Association results in the Directors rotating the responsibilities among themselves. There is no vehicle or financial support for the Board members of the LMBs to gather as a network for capacity building, collaboration on cross-jurisdictional issues or to address critical issues such as reductions in funding. As George Whitehead points out, “other local decision-making bodies such as school boards have public support for capacity building.”

## ■ Transforming an Initiative into a New Way of Doing Business: Accountability for Results

Children and family initiatives are frequently launched as strategies to engage and mobilize stakeholders to test new approaches to address specific issues in hopes of making changes. It was no different for Maryland’s Reform Initiative. Two fundamental challenges for any initiative are: 1. Did it make a difference for children and families? 2. Did the components of the initiative transform the culture and ways

of doing business so that it can be sustained and/or institutionalized? The data and the views of hundreds of Marylanders suggest progress on both of these challenges.

### Making a Difference for Children and Families

While the question, “Did it make a difference for children and families?” calls for providing data to assess the answer, it is also important in the context of this report to highlight the developmental trajectory on the work of transforming an initiative into a new way of doing business. It is evident now that making a difference for children and families is understood as demonstrating improvement on the indicators for Maryland’s Eight Results of Child Well-Being. Such was not the case during the 1990s. Rather it was during the course of the System Reform Initiative that Maryland had to determine what constitutes making a difference in improving the well-being of children, youth, families and their communities in which they live and work and to develop specific indicators to track change on a county and statewide level. By the end of the decade, after a considerable effort through a state agency workgroup and focus groups across the state, Maryland’s Results were adopted. Their recommendations have formed the foundation for the work of LMBs for over a decade and are now reflected in the *Managing for Results Annual Performance Report* for all state agencies.<sup>1</sup> They have served to unify, focus and drive the work of change.

For Maryland, the work of transforming the way it does business can be seen in what happened after the adoption of the eight results and indicators. Three significant transformations are worth noting. First, to raise the visibility and accountability for results, the Governor's Office for Children began publishing annual reports tracking the trend lines for each of the indicators related to the eight results. Second, the GOC instituted a Community Partnership Agreement (CPA), originally a five-year negotiated contract between LMBs and the Children's Cabinet based on the achievement of improvement of the indicators and results. Third, the use of Results Based Accountability developed by Mark Friedman was implemented as the framework for the CPA and a way of working. This way of working is visible today, as noted by one survey respondent. *"The Montgomery County Collaboration Council has made accountability and outcome-based programs the standard in our county."*

In answering the question, "Did it make a difference for children and families?" The data from individual programs operating through the LMBs and county-level indicators such as children fully ready to enter school, teen arrest rates, third grade reading scores, out-of-home placements, and births to teens — to name a few — all are showing improvements. Highlights of the difference being made in counties and in programs are included later in this report. Additionally, readers are encouraged to access the annual reports on child well-being on the GOC website at [www.goc.state.md.us](http://www.goc.state.md.us) and the annual reports of the Association of LMBs on their website at [www.MDLMB.org](http://www.MDLMB.org).

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*"LMBs are critical to the success of their individual counties for several reasons:*

- They understand the landscape of the neighborhoods within their counties,*
- They know and understand the history of the neighborhoods in their counties,*
- They have well established relationships with all the key stakeholders in their counties."*

*~ SURVEY RESPONDENT*

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### **Changing the Way Services are Delivered, Governed and Financed**

By the beginning of 2000, the use of the phrase, the System Reform Initiative, had faded from use — a sign that the changes in the way services are delivered, governed and financed were taking hold. Now, a decade later, they are more prevention-oriented, family-focused, community-based and more accessible for families. And, these services are locally designed and coordinated. Examples of these changes are visible in the extensive number of service or programmatic initiatives launched in the last decade. These initiatives as described in Table 3 also represent the way in which the state agencies, separately or through the Children's Cabinet and its Interagency Fund, have used the LMB infrastructure in each of the 24 jurisdictions to finance initiatives either as pilots or to rollout across the state. The Children's Cabinet Interagency Funds are pooled at the state level and allocated to the LMBs who serve as local entities to be stewards of the funds and assure accountability for their use.

As can be seen, over the years, the Children's Cabinet and individual state agencies have turned to LMBs repeatedly to redesign services to better meet the needs of children and youth, from home-visiting and afterschool programs to preventing or reducing juvenile delinquency. In effect, this transformation is institutionalized as the State of Maryland Policies & Procedures Manual for Local Management Boards which states, "LMBs are the core entity in each jurisdiction to stimulate action by state and local government, public and private providers, business and industry, and community residents to build an effective system of services, supports, and opportunities that improve outcomes for children, youth, and families." The LMBs deliver results by bringing together state agencies, families and youth, local service providers, the faith community, businesses and other stakeholders to develop a coordinated system of delivering services with shared accountability for results.



TABLE 3.

Year Launched	Initiatives with LMBs as Implementers and Partners
2000	<p><b>Healthy Families/Home Visiting</b> is a voluntary program that provides support to high risk families, including teen parents and first time mothers, with children ages pre-natal to four years to ensure healthy child development. Services include prenatal support, intensive home visiting, parenting skills training, access to medical services, and family mentoring services. Nationally recognized evidence-based program shown as successful for prevention of child abuse and neglect.</p> <p><b>Child Advocacy Centers</b> are a national model to provide a comprehensive facility where Child Protective Services, Law Enforcement, and Prosecutors work together for effective and sensitive investigation of allegations of child abuse. Victims and their family have every aspect of their case investigated, medical examinations conducted and mental health services provided in a child-friendly environment intended to minimize re-traumatization of victims.</p> <p><b>Youth Service Bureaus</b> are community-based, non residential entities that provide delinquency prevention, youth suicide prevention, drug and alcohol abuse prevention and youth development services to youth and their families.</p>
2001	<p><b>School Based Health Centers (Dept. of Health and Mental Hygiene)</b> provide on-site preventive services, acute care, mental health services, and oral health care to students of all ages. These centers are an important safety net provider for children and adolescents, with limited access to the health care system, to access needed care and referrals in a familiar and non-threatening environment.</p>
2003	<p><b>Teen Pregnancy Prevention Programs</b> – (Gov. Council on Adolescent Pregnancy till 2005 – then local jurisdictions maintained). Small grants awarded to local jurisdictions to implement intervention programs with teens to educate and prevent early pregnancy and other high risk behaviors.</p> <p><b>Judy Centers</b> (MSDE) The Judith P. Hoyer Early Child Care and Education Enhancement Program was established in July 2000 through Senate Bill 793. The Judy Centers provide Enhancement Grants for private providers, and track progress in school readiness using the Maryland Model for School Readiness (MMSR). Judy Centers are located in or affiliated with elementary schools and provide full-day, full-year services. Services were designed to foster a child's readiness for school. Twenty-three counties across Maryland were awarded grants to establish Judy Centers.</p> <p><b>Teen Courts</b> (DJS) offer youthful offenders an opportunity to accept accountability for their minor crimes without incurring a criminal record. The program is run by teens for teens. Teen volunteers act as jury, counsel, and bailiff and administer consequences to respondents coming before the court.</p> <p><b>Juvenile/Family Drug Courts</b> (federal) Drug courts provide intensive treatment, supervision, and comprehensive judicial monitoring to habitual offenders whose crimes are addiction driven.</p> <p><b>Drug Free Communities</b> – federally-funded grants for local jurisdictions to collaboratively work toward prevention of drug and alcohol use. Multiple jurisdictions have utilized Local Management Boards as the lead coalition convener for these initiatives.</p>
2004	<p><b>Truancy Reduction</b> (Judiciary/GOCCP) – Maryland Legislature and Judiciary funded the establishment of four-county pilot on Lower Eastern Shore to establish Truancy Court program in Circuit Court system to assess and offer support services to youth who have 20 days or more absences from school. Used as model for rolling out to other communities after two year start up. Governor's Office for Crime Control &amp; Prevention (GOCCP) funded Statewide Report through Cecil County LMB in 2010 on Truancy Reduction efforts across local jurisdictions.</p>

TABLE 3. continued

Year Launched	Initiatives with LMBs as Implementers and Partners
2005	<b>Drug Councils (ADA)</b> The Drug and Alcohol Abuse Council was authorized in 2004 (Chapters 237 & 238, Acts of 2004; Code Health-General Article, sec. 8-1001). The Council develops, submits to the Governor, and implements plans and strategies with which to evaluate, prevent, and treat alcohol and drug abuse in communities through collaborative partnerships.
2006	<b>Elementary Truancy Prevention (60C)</b> Maryland Legislature funded a three county pilot through LMBs to start up school-based early prevention programs to address truancy in elementary schools in unison with the Positive Behavior Intervention Support Teams in each school. In PG and Wicomico Counties, social workers through a wraparound approach work with families referred by schools to address barriers to attendance such as homelessness, health issues of child or caregiver, mental health or behavioral challenges, and family instability.
2007	<b>Disproportionate Minority Contact Reduction Initiative</b> (Governor's Office for Crime Control & Prevention) DMC stands for Disproportionate Minority Contact (DMC), which refers to the disproportionate number of minority youth who come into contact with the juvenile justice system. Goal is to analyze data to determine the mechanisms that contribute to the overrepresentation of minorities in the juvenile justice system and implement effective strategies that would impact those mechanisms, rather than placing blame on any particular system. Multiple Counties were selected to participate in initiative based on high DMC rates in their jurisdictions.
2008	<p><b>Maryland Out of School Time (MOST) Initiative</b></p> <p>The Maryland Out of School Time Network is comprised of community members and groups campaigning for expanded funding, more effective policies, and increased program quality to ensure all young people in Maryland have access to activities in the out of school hours that enable them to achieve in all stages of their development. Local Management Boards have established After School Programs in communities since 2000 with After School Opportunity Program two- year funding. LMBs use a mix of other state, federal, and local funds to continue support of OST programs to prevent high risk behaviors in teens and promote positive youth development.</p> <p><b>Early Intervention and Prevention Strategies (EIP)</b>, which originated as Positive Youth Outcomes, is part of the Community Partnership Agreement and funding through the Children's Cabinet/ Governor's Office for Children - local jurisdictions establish programs for children ages 5 to 21 based on local needs assessments and decision-making on indicators to focus efforts on. Programs under this funding include after school, home visiting, teen pregnancy prevention, positive youth development programming, and family education.</p>
2010	<p><b>Maryland Cares &amp; Rural Cares – SAMSHA Federal Grants</b></p> <p>These are large multi-year children's mental health grants used to get high fidelity wraparound services for children with intensive needs.</p> <p><b>SAFE STREETS Initiative</b> (Governor's Office for Crime Control &amp; Prevention)</p> <p>Formerly C-SAFE and Hotspots programs now moving to this initiative in small and large municipalities - Annapolis, Salisbury are two sites with LMB involvement.</p>





Another area of change that has emerged in recent years is the use of Evidence-Based Practices. As Rosemary King Johnston points out, “the LMBs have been instrumental in the identification, planning, and implementation of evidence-based practices in response to local community needs.” In many instances, public child and family-serving agencies have worked in partnership with LMBs to establish these programs so that they can provide greater opportunities for their clientele. Additionally, the Children’s Cabinet within the Interagency Strategic Plan has endorsed the value of these practices and has recommended them as a significant component of the continuum of care available to Maryland’s youth and families. There is no doubt that, *but* for the efforts of LMBs in many jurisdictions across the state, Maryland’s

children and families would not have access to highly effective Evidence-Based Programs that have higher rates of success.

While decision-making on the local level has changed through the involvement of many voices at the table, so has the way state agencies made decisions. The interagency composition of the Children’s Cabinet creates a cross-agency communication structure that informs the development of the state’s policies, instead of from within individual agencies. In addition, the role of the GOC is to both support the LMBs and inform the Children’s Cabinet. The GOC director serves in the role of the Children’s Cabinet Chair. Over the past twenty years the GOC has also experienced changes in its operations and even its name through various Executive Orders. The key goals of GOC are to:

- Lead interagency policy formulation that promotes stable, safe and healthy environments for children and families;
- Partner with Local Management Boards to increase the capacity of communities to meet the specific needs of their jurisdictions’ children and families;
- Advance the development of integrated systems of care that are child-centered and family-focused, individualized, culturally and linguistically competent, and community-based;
- Use data and technology to continuously monitor and evaluate outcomes; and
- Improve the fiscal efficiency and accountability of programs that serve children and families, particularly those funded through the Children’s Cabinet Interagency Fund.

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*“Locals know locals and state knows state.”*

~ Rosemary King Johnston  
EXECUTIVE DIRECTOR, GOVERNOR’S OFFICE  
FOR CHILDREN

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Whether the ways in which these changes have transformed the way that state government and local communities relate in the work of achieving better results will be sustained is beginning to be challenged in communities as budget cuts are having an effect. For example, The Children’s Cabinet has shifted funds and moved to create other vehicles such as the three regional Care Management Entities as vehicles for coordinating service delivery for children at risk of and in placement.



# The Work of the Local Management Boards (LMBs) – How Much They Do

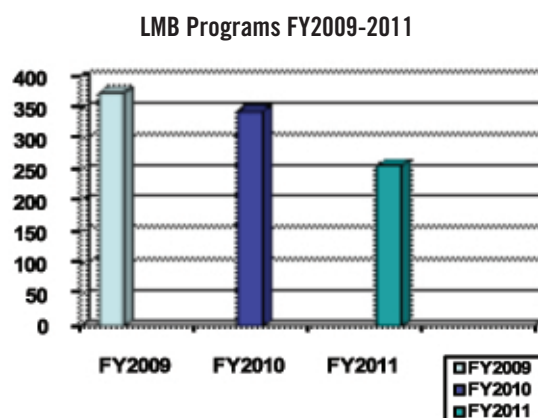
As described previously, LMBs have a wide range of responsibilities and play multiple roles in their counties. And, while the scope of their efforts can be measured in numerous ways, this report summarizes the information the LMBs submit annually to the GOC through their Community Partnership Agreements (specifically Appendix A) to better understand the scope and scale of the work of LMBs statewide. Extracted from the FY2010 Appendix A reports are three areas that provide a glimpse of “how much they do” – programs for children, youth and families operated through the LMBs; people served through the programs and services; and community collaborations supported to improve child well-being results.

All LMB activities serve one sole purpose — to improve the eight Maryland Child Well-Being Results. The decision of which results to focus upon is made by the LMB governing board. In FY2010, one-third of all LMBs worked to improve all eight of Maryland’s Child Well-Being Results in their counties while 71% focused on seven of the eight results. Maryland’s results are:

- Babies Born Healthy
- Healthy Children
- Children Enter School Ready to Learn
- Children Successful in School
- Children Completing School
- Children Safe in Their Families and Communities
- Stable and Economically Independent Families
- Communities which Support Family Life

## ■ Programs for Children, Youth and Families Operated through the LMBs

Programs include any organized activity that provides a service to children, youth or families and is funded through Children’s Cabinet Interagency Fund or other sources. In FY2009, LMBs provided 376 programs for an average of 16 per county. In FY2010, this number of programs decreased to 346 or an average of 14 per county. The forecast for FY2011 is estimated at 259 – a 31% reduction from FY2009 as listed in The Maryland Association of LMBs FY2010 report. Multiple factors are contributing to the decline in the programs operated including fewer dollars available to operate the programs, fewer staff available to manage specific programs, relocation of resources to other programs and



discontinuation of the programs. These hundreds of programs have a wide reach of children, youth, and families served. The Maryland Association of LMBs notes in its FY2010 report that 607,317 clients were served across the state. This total number includes individuals served in more than one program. It is important to note that the shift to Evidence-Based Programs is also a factor in reducing the number of some programs in some jurisdictions.

The programs being implemented in each county operate under a range of initiatives sponsored through the Children's Cabinet; county, state and federal agencies; and foundations. Since the early 1990s the GOC and state agencies have relied upon the LMBs to be a conduit to harness community partners and resources to implement a wide range of initiatives. These initiatives fall into the two types of time-limited and ongoing initiatives. Several time-limited initiatives, which operated over a span of three to five years, include the School Based Mental Health Initiative, the Youth Strategies Comprehensive Plan, the Adolescent Reproductive Health Needs Assessments, the Youth Gang Reduction and the Leadership in Action Program for Children Being Ready to Enter School. In most instances, these initiatives were limited by the availability of funding or, in some instances, transitioned into another initiative. For example, the SAFE STREETS Initiative replaced CSAFE in 2010.

The range of ongoing initiatives that are funded through various state and federal sources are aimed to improve such results as Healthy Children, Children Enter School Ready to Learn and

Children Successful in School and Communities. The decision to participate in the initiatives is made locally, based on assessing the community's needs and strengths, gathering trendline data on indicators for each result and determining the community's priorities. Initiatives such as Healthy Families/Home Visiting, Maryland Out of School Time (MOST) Initiative and Teen Courts are widespread across the counties. The LMBs take on a vital role in working with stakeholders across the community in assuring the successful implementation and operation of these initiatives.

In some initiatives, the LMBs work with their state and federal partners to pilot or prototype new initiatives in several jurisdictions to determine the feasibility for a statewide rollout and/or to develop practices to assure achievement of the targeted results. As Rosemary

King Johnston, GOC Executive Director, notes that "several LMBs were so instrumental in piloting a system of care for diverting children from out-of-home placement (including Baltimore City, Wicomico and Montgomery Counties) that the GOC created a Care Management Entity approach." The counties called Wraparound Pilot Sites developed the service delivery practices combined with the use of flexible funding under a federal funding (a Medicaid waiver) and were able to keep children from going into placement outside their homes in residential care through providing a set of wraparound services. This enables children to be supported safely in their homes and in their community at less cost. For the years FY2008-2010 Montgomery Collaboration Council for Children, Youth and Families reported that a minimum of 87% of children/youth were maintained in less restrictive settings at the three month mark of having a plan for their care. The Care Management Entity approach has taken the direction of three regionally-based centers departing from having the local-based model that was piloted.

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*"Not only has LMB done a tremendous job identifying the human service needs of local children and families, but they have also been extraordinarily successful coordinating existing services, and developing new services to strengthen our local safety net."*

*~ David Eagle*

*DEPARTMENT OF SOCIAL SERVICES DIRECTOR*

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## ■ The Work of LMBs to Align Community Partners for Better Results

LMBs are mandated by law to build local partnerships to coordinate children, youth and family services and to create an effective system of services, supports, and opportunities that improve results for all children, youth and families. In fact, a survey of LMB members and partners in 2003 found that LMBs had measurably improved the collaboration among local partners, bringing together stakeholders that had previously never worked together to address the needs of their children and youth.<sup>3</sup> According to the respondents in the 2010 electronic survey, the LMBs are widely recognized and acclaimed in these roles. Frequently, respondents noted that the LMBs are the “glue” that holds the diverse array of stakeholders together to “keep the eye on the prize of better results.”

The role of convener is one of the widely recognized roles of the LMBs. As reported in the 2010 *Memorandum Report* for the Office of Legislative Oversight for the Montgomery County Collaboration Council, the role of the “neutral convener” was cited by nearly all of the people interviewed. However, the LMBs go beyond the role of convener; they retain responsibility for supporting the groups convened. This work of convening and assuring that the collaborations related to the community initiatives underway are highly time-intensive and require a set of core skills to build the capacity of collaborative groups to gather and use data on services provided to inform decision-making about what is needed to improve outcomes for clients served, to incorporate data from programs to assess broader community needs and to foster the use of evidence-based practices to assure service quality and reliable results for clients.

The reductions in funding have significantly affected several LMBs in their ability to perform in this role. For example, the Montgomery County Collaboration Council for Children, Youth and Families, Inc. served in the role of convener for 18 groups in FY2008 while doing so for only six groups in FY2010. More than half of the LMBs have reduced their involvement in strengthening collaborations as a strategy to achieve better results.

In addition to convening and providing ongoing support for groups, LMBs are engaged partners with other stakeholders taking on the work of improving results in the community. On average last fiscal year, the LMBs participated in 14 groups in each county for a total of 336 groups. Two-thirds of the LMBs participated in 10 or more collaborative efforts. Queen Anne’s out-distanced the other counties by participating in 41 groups.



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*“Keeping local networks in place is the only mechanism in some counties where key agency heads come together to address community needs. If we do not have collaboration in delivering services then the services do not get delivered well. Every single day we talk about programs. The reasons why LMBs were created to address the lack of coordination still exist today. It is through the partnerships that we make sure services are coordinated and reach the children and families who need them.”*

*~Pam Brown*

*CHAIR, ASSOCIATION OF LOCAL  
MANAGEMENT BOARDS*

*DIRECTOR, ANNE ARUNDEL COUNTY PARTNERSHIP  
FOR CHILDREN, YOUTH AND FAMILIES*

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# The Effectiveness and Impact of Local Management Boards

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Given the many ways in which LMBs work to improve results for children and families in Maryland, the important questions are: How well do they perform in these roles? Are they making a difference for children, young people and families?

Answering these questions is complicated by the fact that LMB efforts never “stand alone.” By their very nature, LMBs are partners with many other local actors: state agencies, private providers, city and county government, United Ways, parents and citizens, business leaders, faith leaders and many others.

Taking this into account, this report looks at the effectiveness and impact of Local Management Boards from several vantage points:

- Their effectiveness in carrying out their legally mandated roles, as assessed by hundreds of people who are involved with LMBs and their work;
- The impact that LMB programs, strategies and activities are having on children and families and on their local service delivery systems. Information was gathered from LMB program reports and the results of a statewide survey; and
- Areas which respondents identify for possible improvement by the LMBs in the future.

The report draws on multiple sources of data including county-level and program data, and examples of how the LMBs are contributing (along with many other partners) to better outcomes for children, youth and families. Assessing the effectiveness and impact is ongoing, conducted locally and on a state level through the following activities.

- Locally, each LMB governing body assesses its operations, and when the LMB is under the auspices of county government it is required to report to the County Council or Commission on their performance.
- Statewide, the Governor’s Office for Children is mandated to assess all of the LMBs and uses multiple vehicles to do so, including the annual reports (Appendix A), on-site monitoring visits from the GOC and annual financial audits.
- Lastly, beginning in 2007, the General Assembly mandated an annual report from the Maryland Association of LMBs.

To complement the existing reports, a large scale electronic survey was conducted to gather the opinions of the people who work firsthand with the LMBs: people who play multiple roles in communities who work with, contribute to, and/or observe LMB operations, and whose own success is often affected by how well the LMBs carry out their roles. The survey was sent to over 1,750 Marylanders, and forty-six percent, or 807 people, responded. (An additional 100 people wanted to participate but responded after the survey period was closed.) Respondents self-identified their role in relationship to the LMB, and they constitute a diverse array including community volunteers, business owners or representatives, school or school district personnel, law enforcement, city, county and state government representatives, faith leaders, community-based organizations, parents, United Way

## PROFILE OF THE RESPONDENTS TO THE STATEWIDE ELECTRONIC SURVEY ABOUT LMB EFFECTIVENESS

<b>Total Respondents</b> .....	807 people
<b>Gender</b> .....	74.1% female and 25.9% male
<b>Race/Ethnicity</b> .....	White (83.4%); African American (15.3%); Hispanic, Asian American and Native American (2.3 %)
<b>Geography</b> .....	Respondents responded from all counties. The five counties with the highest number of responses were Allegany, Anne Arundel, Frederick, Montgomery, Queen Anne and Worcester. No county had fewer than 10 respondents.
<b>Primary Role with LMB</b> .....	One of five of all respondents is from a state agency, mostly based locally. When state agency respondents are combined with county agency staff (13% of respondents) and representatives of city governments, health departments, juvenile court representatives and others, public agencies represented 40% of all respondents. In addition, non-profit service providers and community-based organizations each constituted 13% of respondents. School district representatives were 9.3% of respondents.
<b>Familiarity with LMB</b> .....	53% of respondents reported that they are “very familiar” and have frequent contact with their local LMB; 37% were “generally familiar”; and 9% were “somewhat familiar”.
<b>Length of Involvement</b> .....	65% of respondents had been involved with LMBs for 4 years or more; 9% had been involved for less than a year.
<b>Type of Involvement</b> .....	Respondents play multiple roles with LMBs, including as board members (41%), committee or workgroup members (39%), service providers (36%), community volunteers (5%) and other roles such as former board members or colleagues on community and public agency committees, etc. (17%). Respondents checked multiple categories of involvement, so these numbers sum to more than 100%.

leaders, philanthropic and foundation representatives, early childhood and other service providers, librarians, health officials, and court personnel, to name just the main categories of respondents. Additionally, through a separate electronic survey, each LMB Director completed the same assessment of their fourteen roles and responsibilities.

### ■ Effectiveness in Carrying Out Mandated Roles

The survey asked respondents to rate the LMBs in terms of their effectiveness in carrying out fourteen roles and responsibilities. The description of these roles and responsibilities was based upon the definition of LMBs’ responsibilities established in state statute. Respondents rated the LMBs on a scale of effectiveness, from “Somewhat Effective” (representing a low score) to “Highly Effective” (representing exceptional performance). Respondents could also identify that they were “Not Sure” indicating that they were not familiar enough to make a judgment on a particular dimension or did not think the LMB was effective (only 7% of respondents, on average, took this option across the list of roles and responsibilities). The results are shown in Table 4.

TABLE 4.

**LMB Effectiveness Carrying Out Key Roles and Responsibilities**  
*(Score is Combined Effective/Very Effective Responses)*

	Response
1. Assess community needs	88%
2. Build collaborative partnerships	88%
3. Help to develop programs that respond to community needs and strengths	85%
4. Identify and work to close service gaps	84%
5. Maintain standards of accountability	83%
6. Develop strategies that achieve clearly defined results for children and youth	81%
7. Serve as resources for agencies and grassroots organizations	81%
8. Create an effective system of services, supports, and opportunities	79%
9. Leverage new and existing grants and funding streams	79%
10. Represent local needs and concerns to local government	78%
11. Influence the allocation of resources across systems	73%
12. Represent local needs and concerns to state policymakers	73%
13. Keep the community informed on progress being made	71%
14. Engage a diverse representation of individuals across the community to participate in local decision-making	71%

As can be seen, respondents gave LMBs very high marks with regard to their mandated responsibilities. And, these high rankings held up across the various categories of respondents. For example, when analyzed separately, local representatives of state agencies (a significant sub-population of respondents) provided rankings that are very close to the above ratings, and in some categories were even higher. Similarly, when respondents were disaggregated by the length of time that they were familiar with the LMBs, their responses were also very similar.

### ■ Impact on Selected Indicators and Performance Measures of Child Well-Being

The original LMB-funded programs, Family Preservation and Return/

Diversion, represented an experiment that resulted in dramatically reducing the numbers of children in out of state placements and many fewer children were removed from their homes.<sup>4</sup> While independent evaluations of LMB-funded programs have been few, those that have been conducted found improvements in targeted outcomes and a positive impact on risk and protective factors.<sup>5</sup> And a study conducted on counties in another state with state-funded Community Networks found that those communities had higher community capacity and significantly better improvements in child and family problems, like child abuse, youth substance abuse and dropping out of school, than counties without local collaborative bodies.<sup>6</sup>

Below are illustrations of the types of changes that are being made in nearly every county by looking at examples of how outcomes for children are improving, with the LMBs, along with many other partners as contributors. Some important indicators in Maryland are trending upward, and the LMBs and

their local partners, along with the Governor's Office, state agencies, law enforcement, the health care community and many others, can be proud of the accomplishments.<sup>7</sup>

*"The LMB has been a great asset to Garrett County Schools in its support for preschool and after school programs. Additionally, the school system has expanded mental health services to our students through joint funding efforts among agencies as initially coordinated with the LMB's support."*

~ Dr. Wendell Teets

SUPERINTENDENT OF SCHOOLS  
GARRETT COUNTY BOARD OF EDUCATION

LMB Directors were asked to share several examples that highlight the changes taking place. Those are summarized in this section. And, the wide array of effective LMB-funded programs are highlighted, especially the data that show that children's lives are markedly improving. These highlights are shown for three of Maryland's Eight "Child Well-Being Results": (1) Children Enter School Ready to Learn, (2) Children Are Successful in School, and (3) Children Are Safe in Their Families and Communities.

### RESULT: Children Enter School Ready to Learn

Maryland is widely recognized for its commitment and investment in increasing the number of children who enter school fully ready to learn.

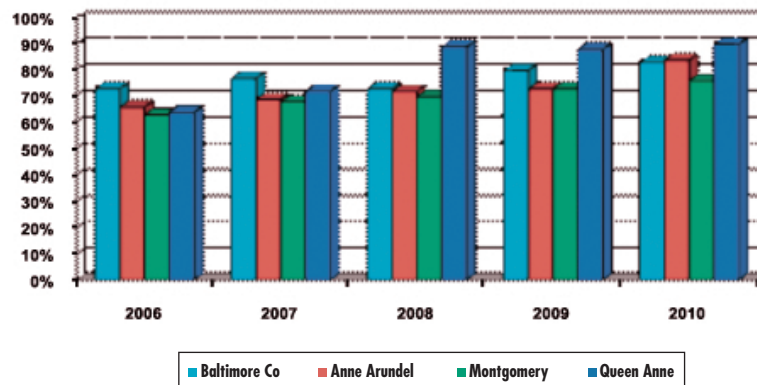
This early investment pays off in terms of later school success: research indicates that, as school



readiness improves, so do indicators of later achievement, such as proficiency in reading by third grade. And those children who can read successfully by third grade have a better chance of succeeding throughout their academic careers. Maryland's results in this area are improving markedly. According to the report, *2009 Maryland Results for Child Well-Being*, the percent of children "fully ready" for school increased from 60% in the 2005-06 school year to 78% in the 2009-10 school year – an increase of 30% in four years. Most importantly, the Maryland State Department of Education reports that the gains in school readiness are accompanied by progress in closing the disparities for African American and Hispanic children, who are now at 71% and 66% of "full readiness," respectively. Ready At Five's report, *Getting Ready 2010*, reports that 18 of Maryland's 24 local jurisdictions increased their percentage of children being ready for school in the 2009-10 school year (in contrast to the prior year). This trend can be seen in the data to the right for four counties.

This success is due to many factors, of course, and many initiatives contribute to its success. The point is, however, that as LMBs have worked toward this goal with all the appropriate local stakeholders – including parents, early care and education providers, schools, health care providers and many others – the outcome is steadily improving. The coordinated, results-focused effort of LMBs is part of that success.

**Trends in Children Entering School "Fully Ready"**  
*In Baltimore, Anne Arundel, Montgomery and Queen Anne Counties*

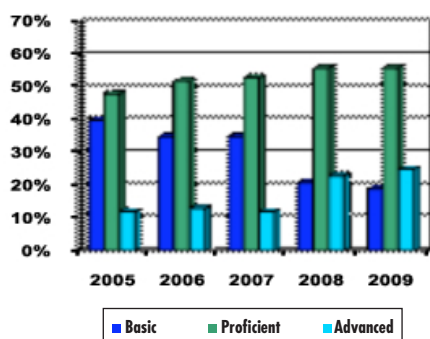


## RESULT: Children Successful in School

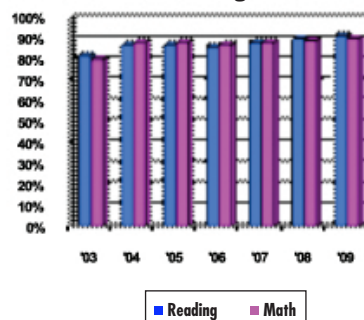
In the same way that trends for children becoming ready for school are improving, a number of counties are showing success in improving third grade reading success – an important "next stage" marker for school achievement. Shown below are examples of three counties where trends related to school success are improving. These are the types of indicators tracked by LMBs, and to which LMB efforts (along with those of schools and other stakeholders) are directed.

The three graphics shown below illustrate different types of improvement in three different counties. In the first, Somerset County's reading scores for students in grades 3-8 are shown to be improving annually, with those moving to proficient and advanced reaching 81% in the school year ending in 2009.

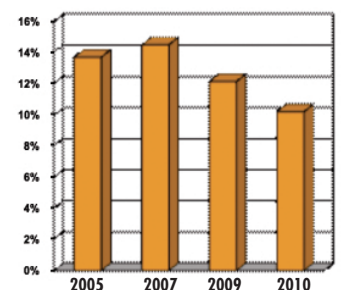
**Somerset County Reading Scores**  
**3rd-8th Grade**



**Howard County 3rd grades scoring**  
**Proficient or Advanced on**  
**MSA Reading and Math**



**Wicomico County Students Absent**  
**more than 20 days**



The third example of county-wide data shows trends for an indicator closely associated with school success: absences from school. As Wicomico Partnership for Families and Children states in its FY2010 Appendix A report, “School Attendance has been identified as the single most important indicator for Wicomico as it is believed that if we can keep children in school — many other negative indicators will not predominate such as juvenile delinquency, poor academic performance, and lack of employment when able to work.” Since the school year ending in 2007, the absence rate has decreased from 14.5 percent to 10.2 % in school year ending 2010 – a 38% decrease.

With trend data like the data shown in the above charts, the question arises as to how LMBs contribute to these positive outcomes for kids. The answer is that LMBs and their local partners launch programs and interventions that work to increase attendance, prevent youth from dropping out of school, increase their academic performance overall (and especially in reading and math), and help to return children and youth who are suspended or expelled to their classrooms and maintain them there. It is the sum total of these effective programs – for which LMBs often serve as the accountability agent, tracking results to make sure they are as successful as intended – that over time improves child outcomes.

Listed below are examples of just some of the programs operated through the LMBs that are helping children succeed in school. The program success tracked by the LMB, with their strong emphasis on results accountability, is highlighted for each.

- **Returning Youth to the Classroom in Allegany County.** Community Service Program for Suspended/Expelled Youth provides supervised community service opportunities for suspended or expelled youth in grades 6 to 12. The CSP coordinator assigns, supervises, and monitors the activity of the participating youth. All interventions focus on the support of the students’ return to the classroom. *The program has a track record over four years of annual improvement in its success rate with 75% of the youth not being suspended after the program in FY2007 to 91% in FY2010.*
- **Keeping Youth in School and Drug Free in Kent County.** Addictions Counselor in Schools uses evidence-based programs to provide confidential counseling and prevention presentations to students in the Kent County Middle Schools and High School with the aim of reducing youth substance abuse. *Second year data shows that no students had referrals to DJS, or drug-related school suspensions while enrolled in the program.*
- **Helping Students Succeed in Worcester County.** After School Academy at Pocomoke Elementary promotes academic success and character development for at-risk students who qualify for free or reduced lunch in kindergarten through grade three by providing remedial, enrichment, and recreational activities during after school hours. *Success is growing in this program from 50% of the students showing academic improvement in FY2007 to 90% in FY2010.*
- **Tutoring Students to Succeed in School in Garrett County.** School Community Centers Program provides a variety of skill building, recreation, and tutoring assistance activities for Pre-K through 12<sup>th</sup> grade students at many of the 15 public schools in the county. *The tutoring works: the success rate for students was 88% in FY2009 and FY2010 up from 81% in FY2008.*
- **Keeping Youth in School and Out of Juvenile Services in St. Mary’s County.** CASASTART (Center on Addiction and Substance Abuse Striving Together to Achieve Rewarding Tomorrows) provides substance abuse and delinquency prevention services for at-risk elementary and middle school students. In FY2008, 75% of the students maintained at least an 80% school attendance rate, which has increased to 86% in FY2010. *Plus, the program saw an increase in students who had no Department of Juvenile Services referrals while enrolled in the program of 24% from FY2008 to FY2010 to 93%.*

## **RESULT: Children Safe in Their Families and Communities: Selected Program Highlights**

In the same way that LMBs help design, fund, implement and track effective programs that lead to children being ready for school, and children and youth succeeding in school, they fund and advocate for a multitude of programs related to ensuring that children are safe in their families and communities. The majority of these programs focus on promoting the healthy and full development of children and young people, and the strengths of their families, so that they don't enter the juvenile justice and child welfare system. When placements in juvenile justice facilities or foster care or residential placements can be averted, and children kept safely in their own homes, public costs are reduced and the outcomes are much better for children.

The programs profiled below are just some of the activities that LMBs are funding to achieve these results. As above, each description highlights the improvements made in children's or young people's lives, due to program success:

- **Keeping Youth Out of the Juvenile Justice System and in School in Cecil County.** Detour is a prevention and intervention program that serves youth ages 7–16 who are in the juvenile justice system and are on probation and at-risk of out-of-home placement. The program supports improved school attendance, academic success and individual goal setting and achievement. Detour maintains a high rate of success in youth not having a subsequent arrest after intake with 95% being arrest free in FY2008 and 100% in 2010. *In addition, there has been a steady increase in youth with no subsequent school suspensions after intake increasing from 67% in FY2008 to 77% in FY2010.*
- **Keeping Youth Out of the Juvenile Justice System and in School in Charles and Prince George's Counties.** Both counties operate Youth Service Bureaus, which are community-based, non-residential entities that provide delinquency prevention, youth suicide prevention, drug and alcohol abuse prevention and youth development services to youth and their families. In Charles County, for the three years of FY2008 through FY2010, the percentage of youth who did not commit a juvenile offense increased from 80% to 85%. *In Prince George's, they had a rate of 99% and though they dipped to 94% in 2009, they increased the percentage to 100% in FY2010.*
- **Diverting Youth from Out-of-Home Placement in Frederick County.** The MultiSystemic Therapy (MST) program provides intensive family and community-based treatment programs for youth with complex clinical, social and/or educational issues who are at imminent risk of out-of-home placement. *In FY2007, 84% of the youth in the program did not experience a placement. In 2010, this rate increased to 87%.*
- **Reducing Youth Reoffending in Juvenile Services in Caroline County.** The Teen Court offers youthful offenders an opportunity to accept accountability for their minor crimes without incurring a criminal record. The program is run by teens for teens. Teen volunteers act as jury, counsel, and bailiff and administer consequences to respondents coming before the court. *In FY2008, 80% of the youth did not reoffend for 12 months post program and the rate increased to 85% in FY2010.*
- **Keeping Youth Out of Juvenile Services in Dorchester County.** The After School Program underway in two middle schools provides an array of recreational, educational, and service-oriented activities. *Increasingly, the program is demonstrating success with the percent of students with no Juvenile Services referred increasing by 30% from FY2008 to FY2010, from 75% to 98% respectively.*
- **Keeping Youth Out of Juvenile Services in Harford County.** The Children in Need of Supervision Program seeks to divert at-risk children from the juvenile justice system. *This program has consistently maintained a high level of impact, averaging 95% of children diverted from formal involvement with Juvenile Justice System from FY2006 through FY2010.*

*“Los conocimientos que nos brindan...  
I like the knowledge they give us.”*

~ PARTICIPANT COMMENT ON THE YEARLY HEALTHY  
FAMILIES SATISFACTION SURVEY FROM  
DORCHESTER COUNTY

- **Diverting Children from Out-of-Home Placement in Talbot County.** Voluntary Family Services Intensive support to families in their homes improves family functions and prevents out-of-home placements by allowing for a paraprofessional parent aide to work in collaboration with a professional to provide an interagency approach to meet family needs. *In FY 2010, the program achieved a 100% success with no child placed with six or twelve months from the start of the program.*

- **Assuring that Families Get Needed Services in Calvert County.** The Family Navigator assists parents of youth with intensive needs in navigating their way through the social and health care system, serves to help promote Systems of Care Reform in Calvert County and works with local social services & health care providers. *Families are increasingly reporting that they are successful in getting needed services from 50% in FY2007 to 95% in FY2010 — a 90% increase.*

## ■ Survey Respondents Rate LMB Impact

As indicated at the beginning of this section, two sources of information were used to gain a sense of the impact LMBs are having in their communities: (1) findings from the statewide survey of respondents, which asked them to rate LMBs in ten areas of potential impact, and (2) review of the data from the multitude of reports about program effectiveness that are produced by and about LMBs. Information from both is summarized below.

### Survey Responses Rating LMB Impact in Ten Areas

In the statewide electronic survey, respondents were asked questions about the impact LMBs were having in their communities. Respondents could check low, medium or high impact for each area. Respondents could also check “Not Sure,” which accounted for eight percent of all responses, indicating a lack of knowledge with regard to any specific dimension of impact. Ninety-three percent or 754 respondents completed the questions related to impact. Responses below combine the responses of medium or high impact from all respondents.

**TABLE 5.**

<b>LMB Impact</b> (Score is Combined Rating of Medium and High Impact)	<b>Response</b>
1. Contribute to achieving better results for children and families in our county	<b>87%</b>
2. Operate programs that are achieving a high rate of success	<b>86%</b>
3. Enhance community resources to deliver needed services	<b>86%</b>
4. Raise awareness about child, youth, family and community needs	<b>86%</b>
5. Engage a diverse representation to participate in local decision-making about priorities, services and funding	<b>80%</b>
6. Leverage new and existing grants and funding streams to improve services for children	<b>80%</b>
7. Engage community stakeholders to take action to make a difference for children and families in their community	<b>79%</b>
8. Launch new programs in the county to benefit children and families	<b>79%</b>
9. Strengthen the decision-making capacity at the local level to set priorities and make funding decisions regarding services to children, youth and families	<b>77%</b>
10. Increases the capacity of service providers	<b>73%</b>

In addition, respondents were asked, “In what specific ways has the LMB that you work with made a difference in your county?” The aim was to encourage respondents to back up their “impact rating” with specific examples or illustrations. Ninety-six percent or 722 individuals replied to this question – an extraordinarily high rate of response for a survey question which requires time and thought to complete. Respondents described the impact they observed in many ways, from “changing the culture of the community,” to “making outcomes accountability the standard in our county,” to having an impact on a specific child outcome, such as “increasing the number of children in our county ready to enter school.”



The high rankings on most of the impact measures, combined with the detail provided as examples, indicate that respondents overwhelmingly see a direct relationship between LMBs and (1) better methods of service delivery in their counties and (2) better outcomes for children and families. In Table 5, the ten areas of impact used in the survey are shown, along with just a small selection of respondents' specific comments.

## Respondents Ratings and Comments

### IMPACT AREA

### MEDIUM/HIGH IMPACT

#### **1. LMBs contribute to achieving better results for children and families in our county**

**87%**

*This statement received the highest rating from all groups of respondents, indicating that respondents feel strongly that LMBs make a difference in children and families' day-to-day lives. Many respondents provided information to back up their ranking here as illustrated below:*

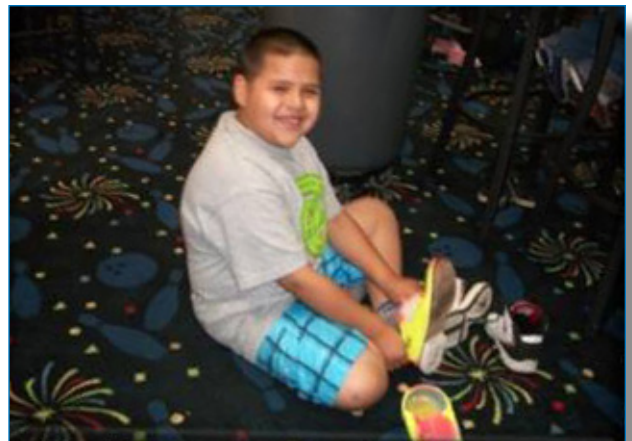
- **From Prince George's County:** "Over 14,383 families have been impacted by Prince George's LMB's efforts. Goals have been met and most exceeded for all of the target areas: Babies Born Healthy, Children Successful in School (After School Programs, Truancy Prevention, School Based Wellness Program); Children Safe in Their Families and Communities (Gang Prevention, Functional Family Therapy, Multi-Systemic Therapy, Local Coordinating Council, Local Access Mechanism, Youth Services Bureaus, Kinship Care Program, Educational Assessment and Intervention Programs; Community Conferencing, DMC (Evening Reporting Center), Domestic Violence; Workforce Development). All done with \$2,500,000 program fiscal resources!"
- **From Montgomery County:** "The Montgomery County Collaboration Council has made accountability and outcome based programs the standard in our county."

#### **2. LMBs operate programs that are achieving a high rate of success**

**86%**

*Respondents view LMB operated or funded programs as highly effective. Specific comments cited program successes across education, health, family services and many other areas in which the LMBs fund local activities. A few examples convey the strength of respondents' opinions in this area:*

- **From Howard County:** "The LMB in Howard County does a fabulous job in helping at risk kids stay in school, have after school supervision and improve their school success. In many ways, our LMB helped increase the number of children entering school fully ready to learn."
- **From Washington County:** "The LMB has supported many programs that have impacted lives of children & families ... teen pregnancy, Character Counts, the MOVE program, the Born Learning campaign, Summer Camps for disabled children, Family Support Resource Center, Project Lifesaver."
- **From Carroll County:** "The Local Management Board has worked tirelessly to bring child and family programs, evidence-based treatment, and significant trainings to this county; simply put, these programs would not be here had the LMB not identified the need and located the funding for these service. ... Development of a sound relationship between Carroll County Public Schools and LMB has resulted in promotion of and administration of EBPs (Evidence-Based Practice) such as Parents as Teachers (PAT). Importantly, the percentage of kindergartners who participated in PAT who enter school "ready to learn" increased from 65% in FY2009 to 85.4% in FY2010."



### 3. LMBs enhance community resources to deliver needed services

86%

*Respondents recognized that LMBs have an impact beyond a direct investment in dollars. They help create networks that draw upon and combine resources to support often underserved children and families more effectively. Many respondents mentioned this ability to reach very vulnerable children, as illustrated in this comment:*

- **From Caroline, Dorchester, Kent, Queen Anne's and Talbot Counties:** "I am in the mid-shore region and the LMBs are very involved in effecting services for children and adults who suffer with mental illness. They collaborate well with all community agencies and funding sources. They are an invaluable resource in assisting with the most appropriate plans of care and services available to the youth of their counties."

### 4. LMBs raise awareness about child, youth, family and community needs

86%

*LMBs call attention to the needs within their communities, especially the needs of the most vulnerable children or where there is a lack of resources for families, especially in rural areas. And, as the quotes below suggest, such awareness helps avoid duplication of service in a time of scarce resources:*

- **From Talbot County:** "The LMB ... has made the public more aware of the problems and needs of children and families, eliminating duplication of effort and funding. Talbot Family Network (LMB) offers wonderful after school programs for children, which benefit not only the children but the working parents of the county."
- **From Wicomico County:** "Citizens have intimate knowledge and understanding of the LMB and being able to turn to them for assistance. Families have come to depend on the LMB."

### 5. LMBs engage a diverse representation to participate in local decision-making about priorities, services and funding

80%

*The high rating for this element (four out of five respondents saying that LMBs are effective or very effective in this area) recognizes that LMBs are making a difference by ensuring that more local voices have a say in setting priorities for children and families.*

### 6. LMBs leverage new and existing grants and funding streams to improve services for children

80%

*As budgets become very tight, LMBs' ability to bring funding sources together, as well as to identify every possible resource for use within a county, is widely appreciated. Examples from several respondents highlight this impact in their counties:*

- **From Caroline County:** "The LMB helps to fund our Teen Court program. Teen Court helps at least 100 youth ages 11-17 to learn consequences of their actions. In addition, many youth who have gone through our Teen Court program in the last 10 years never have problems reoffending again."
- **From Kent County:** The LMB has become THE leader in a small rural county in bringing together local agencies and resources to benefit the whole community. They have leveraged so many new dollars for the county and partners while themselves taking cuts — without the LMB several worthy projects would not be started in the county — expansion of a Community Health Clinic, transportation for families, and increased mental and dental care."
- **From Frederick County:** "The LMB made a difference in the county by working with local government to develop and fund a mobile crisis intervention service to strengthen the Local Access Mechanism ... That service has enhanced the offerings of 2-1-1 (the Local Access Mechanism) by providing an immediate emergency response that can divert children in the midst of crisis from hospitalization and involvement with law enforcement."



## 7. LMBs engage community stakeholders to take action to make a difference for children and families in their community

79%

LMBs work with many partners, and their goal is to help people come together to take action, as these comments attest:

- **From Worcester County:** “The Local Management Board works with citizens, public agencies, private organizations and community groups to bring together existing resources and services in innovative ways as well as helps build and support partnerships among public and private service providers to create new and necessary resources.”
- **From Baltimore County:** “The LMB has a strong history of bringing stakeholders together to address child and family outcomes... Perhaps the most essential difference that the LMB has made for our county is that of creating an atmosphere of collaboration that allows for an efficient integration of services for children and families.”

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*“This program has been a godsend. [Caseworker] has been the most helpful person. I honestly don’t know if I could have gotten the help that we’ve gotten without her. Thank you, thank you, thank you!”*

~ FAMILY SURVEY RESPONSE, HOWARD COUNTY

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## 8. LMBs Launch new programs in the county to benefit children and families

79%

LMBs often serve as effective forums through which state agencies and other funding sources can launch or implement new initiatives and programs. They respond to gaps in services and add options for treatment and support services to reach children in need. Many respondents cited examples of LMBs’ impact in this area:

- **From Queen Anne County:** “The LMB has done a very good job creating a system of care across the county that includes many partner organizations. The goals are to provide the best possible services for QAC children and families in a way that does not duplicate services.”
- **From Anne Arundel County:** “The LMB is funding Project Attend to address truancy, The YES program, a Shelter care facility, and is involved with the Disproportionate Minority Impact group which can reduce the inequality in the number of youth served...”
- **From Dorchester County:** “The LMB has made great strides in providing programs and services for youth and families, which fill some of the gaps in the needs currently being addressed.”

## 9. LMBs strengthen the decision-making capacity at the local level to set priorities and make funding decisions regarding services to children, youth and families

77%

LMBs were assessed as having a strong impact in engaging a diverse range of stakeholders and in building the skills of those individuals to be effective decision-makers. As one respondent observed:

- **From Baltimore City:** “There is no other convener to work with so many agencies and organizations to identify needs, collect and share data and assist the city in improving overall outcomes from all providers. Its utility as a coordinating organization as well as a granting organization could be immense.”

## 10. LMBs increase the capacity of service providers

73%

*LMBs offer a wide range of capacity building opportunities including conferences, trainings and direct technical assistance to small emerging organizations as well as to large longstanding agencies. While this varies from jurisdiction to jurisdiction, the capacity building is valued, as indicated below:*

- **From Garrett County:** “I believe that the LMB has worked extremely hard at collaborating with local and out of county agencies to arrange and make available opportunities for high quality trainers and/or speakers (autism, play, disabilities, behavior, etc.) to educate families and professionals that have and work with children/youth in Garrett County.”

In the survey, the LMB Directors were asked to complete the same questions as other respondents and to provide examples of how the LMBs had made an impact. The great majority of their comments focused on the differences made in improving well-being for children, youth and families. As one Director noted, “We went from 19<sup>th</sup> to 1<sup>st</sup> place in children entering school ready to learn in three short years.” As did other respondents, the LMB directors also noted changes in service delivery and funding, including: “leading a community-wide shift from outputs to outcomes,” “increasing access to services,” and “bringing organizations to the table to address community needs and improving communication between public and private agencies.”

### ■ Looking Ahead: How Can Local Management Boards Be More Effective

The electronic survey asked a question related to possible improvements in LMB operations. Even with the high ratings for LMBs in all aspects of their operations, this is an important question. Respondents were asked, “What do you think would make the LMB more effective?” Eighty percent, or 601 people, responded to the question. They voiced four core themes, summarized below, along with specific comments that illustrate the improvements that respondents suggest.

#### 1. Increased funding and flexibility for programming, administration, and staffing

*Respondents felt that LMBs would benefit from having even more flexibility in the way they can use funds, allowing them to respond even more fully to local needs. In addition – and this was not a surprise – respondents cited the need for more funding. Comments illustrating this point included the following:*

- “To continue to be effective in their roles LMBs need to have their base budgets restored to ensure an effective infrastructure for continuing the work that they are charged to do.”
- “The LMB is a strong, effective voice for children and youth and for connecting the community to both government and community services. It was decimated by recent state budget cuts and is handicapped by the loss of funding.”

#### 2. More state recognition and support for local decision-making that is responsible for locally delivered services, supported by the state and the county

*Not surprisingly, since respondents to the survey expressed strong support for LMBs’ local decision-making role, many survey participants cited the need for even stronger delegation of decision-making authority to the LMBs. The justification for this recommendation was very nearly uniform: local people are more likely to understand deeply local needs and to be able to respond to them in the most effective ways. The flavor of this recommendation is provided in the following quotes:*

- “It is important to recognize that the LMBs’ key role is to understand the local health and social service needs — these are unique by jurisdiction and by region so implementation of strategies needs to continue to be locally-driven and administered rather than pushing these services to a statewide model that may not be as responsive to local demographics/needs.”

- “The state should allow more control of the use of funds at the local level, so local needs and decisions could guide the use of the money. Over time, more and more decisions have been taken out of the hands of LMBs.”
- “The LMB is very effective in what it does for the community but it lacks support for what it does at the state level. The state has a one-size-fits-all mentality.”

### 3. Greater visibility for the LMBs and their contributions to the community

Interestingly, many respondents felt that the contributions made by LMBs are not well enough known – with a parallel conviction that, if their work were better known, they would be more broadly supported and even more effective. Respondents recognized that the type of work LMBs do is complex, especially the task of improving systems as well as funding programs. However, respondents felt that LMBs must tackle this communication challenge more effectively, as evidenced by several of the following responses:

- “I believe that Local Management Boards are incredible organizations, but I do not believe that the general public knows about their existence, which is a huge missed opportunity. It appears that only through crisis that citizens learn about LMBs.”
- “The LMBs must tell their story on how they are an integral part of their community.”
- “The LMBs have not done an adequate job of documenting how grants and funds are leveraged to improve systems for youth.”

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*“The Caroline County Health Department in collaboration with the Caroline County Sheriff’s Office has received funding from the Local Management Board for over 8 years now. The funding allows for an officer from the Sheriff’s Department to run the Teen Court program.*

*Youth coming through the Teen Court are made accountable for their actions and our recidivism rate has always been under 10%! We want to thank the Local Management Board for allowing us to run this successful program for youth who need some guidance after making poor decisions.”*

*~ Laura Patrick, RN*

*WELLNESS DIRECTOR, CAROLINE HEALTH DEPT*

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### 4. Increased community involvement

Finally, some respondents felt that LMBs needed even more involvement of local citizens in their decisions and their overall operations. In these comments, it was often difficult to determine what respondents meant by the broad term “community,” but in many instances this seemed to mean that respondents recommended more involvement by parents, residents and other non-professionals in order to complement the knowledge and expertise of the many professional stakeholders who are part of the LMB deliberations. Typical quotes from respondents on this issue include:

- “More community awareness and engagement in LMBs and LMB activities.”
- “More citizen involvement not just government agency representatives.”
- “I think the local connections are extremely important, anything that can be done to have stronger connections to communities may improve effectiveness.”

LMB Directors, too, weighed in with recommendations about where they need to be more effective. They identified the need to do a better job of keeping their communities informed about the progress being made for children and families (mirroring the comments of other respondents under #4, above). Additionally, directors noted that they need to be better in marketing the LMB. They realize that people who have relationships with LMBs understand what they do because they experience the work. They see it, can describe it, and as the survey indicates, strongly support the work. Yet, even these individuals can find it difficult to provide a clear and concise description of LMBs work, i.e., a “sound bite.” GOC’s Executive Director Rosemary King Johnston agrees, stating that the LMBs “need to have a clear message of what they are and what they do in order to have more support from the community.”

# Challenges Facing the LMBs

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Seventy-nine percent or 638 respondents answered the open ended question of “What are the 2 or 3 key challenges facing the LMB that you work with?” The most frequent response from nearly two-thirds of the respondents related to funding – the absence of, loss of, reduced amounts, etc. Similarly, 90% of the

LMB Directors pointed out that funding has reduced service delivery, core functions, their role in the community and staff. “The LMB staff has been reduced by 50% over the past year. We are now struggling to maintain the service infrastructure that has been built by the LMB over the past 12 years.”

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*“The work of the Local Management Board has provided excellent programs and services for the children and families of Prince George’s County.”*

*~ Delegate Joanne C. Benson*  
MARYLAND GENERAL ASSEMBLY

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Comments from respondents indicate that they feel strongly about the bind that they see LMBs in due to the lack of funding and the requirements they are expected to fulfill. And as one LMB Director points out the LMB is in the middle of “local and state political attitudes (local thinks state should fiscally support its mandates/state thinks local should pick up fiscal responsibility); it is difficult to “move forward” and

accomplish our purpose locally when we have to spend so much time justifying our existence; struggle to maintain skilled and experienced staff when LMB future is so uncertain.”

The range of comments from the respondents was more homogenous than the other open-ended questions. Three themes were prominent: lack of funding, lack of state support and lack of autonomy. The reaction to the impact of funding loss can also be seen in the comments related to wanting to have increased autonomy to address community needs.

## ■ Survey Respondents Identify Challenges for Maryland and LMBs

### 1. Lack of Funding

- “Shrinking budgets have dramatically impacted the amount of services that can be provided. Programs that were once effective (System Reform Initiative) have been eliminated or altered to the point of ineffectiveness. Loss of funding for staff has crippled LMB.”
- “Being able to continue to work as an LMB when faced with decreased funding and decreased ability to function effectively because of the continual erosion of the original concept and power of the LMB process to define and seek remedies for perceived local problems.”
- “Achieving the mandates of the legislation in the face of the budget reductions.”
- “Funding. Due to the funding cuts our community-based after school programs have diminished. This places children in unsafe conditions that affect education, nutrition, school attendance, gang participation, and many other factors. We desperately need community-based after school programs that will provide a safe place for children both after school and on days when schools are not in session. Affordable programs are desperately needed. Many of our low income parents cannot afford some of the programs in our community due to cost and location.”

## 2. Lack of State Support

- “GOC does not treat LMBs as partners — more as if LMB is their satellite office, and staff and board members must do what they are told to do.”
- “It seems that the law prevents the state from disbanding the whole concept of the LMB. This has meant that the Governor’s Office for Children has embarked on a campaign to see if they can remove all funding and power from the local LMBs and give it to state agencies.”
- “A state system that is both financially and philosophically challenged. The combination is very detrimental to a strong local system that was developed under direction from past leaders in the Governor’s Office of Children with support from the MD legislature and Governor’s Office. Current leadership in all three areas has abandoned the principles upon which the LMBs were developed, i.e., local assessment of need followed up with development of excellent programming to fill gaps and turn the curve away from deeper end, expensive placements. Families and children will suffer if the current trend continues and the results that were produced will undoubtedly be reversed.”

## 3. Lack of Autonomy

- “The greatest challenge the LMB has faced is the reorganization of the Governor’s Office of Children, which effectively pulled significant resources (both programmatic and administrative) from LMBs and added more centralized positions to the GOC. Our county lost significant programmatic funding in this move, lost slots for children’s services, and also lost control of how these funds are used. This retrenchment was actually contrary to the law that established the LMBs and so the GOC pushed through a bill to rescind LMB control by telling legislators that this was a technical correction rather than a complete 180 on the direction of LMBs. This move was very destructive to our LMB and the funding reductions had a ripple effect because they had been used to leverage more funding from other sources and now that opportunity is lost.”
- “Recently, the state has become more intrusive on decisions made by the LMB and the county by reversing their funding recommendations to organizations that are pivotal to the county.”

LMB Directors also recognized the challenges of making sure that we have the “clarity of our message” and the impact of reduced funding including “meeting requirements set by the GOC when our budgets have been reduced” and “continuing to handle the same level of work as in years past with a reduced staff.”

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*“The best thing I like about this program is it helps me do better on my homework. I like everything about the program. It’s awesome!”*

*~ PARTICIPANT IN ST. MICHAEL’S HOMEWORK CLUB, TALBOT COUNTY*

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# Sustaining Locally-Driven Partnerships to Achieve Better Results

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## ■ Standing at the Crossroads: Sustaining the Local Management Boards

Maryland, like all other states, has been engulfed by the national recession resulting in the highest unemployment and poverty rates in decades. While Maryland has remained one of the wealthiest states in the country, it faces increasingly difficult economic circumstances with a structural deficit that continues to grow.<sup>8</sup> This economic reality has impacted all State agencies and all State supported initiatives, including Local Management Boards. Budget cuts have taken a toll on both services to children and families and the core functions of LMB operations that serve to achieve results.

There is little doubt that reductions to the service dollars that flow through LMBs to their local communities has resulted in widespread reductions in services to Maryland's most vulnerable children and families with the elimination of some entire programs at the local level. In one year alone, the Governor's budget made reductions in five areas of the Children's Cabinet Interagency Fund that support critical LMB-funded programs. The Legislative Analysis of the CCIF budget noted: "All reductions are part of the effort to decrease spending in the budget." For example, the Community Services Initiative, funds services for intensive community-based services to children, allowing children to receive residential treatment center level of care while remaining in or close to their homes and families. In FY2009, according to the Department of Legislative Services, Office of Policy Analysis and Analysis of the FY 2010 Maryland Executive Budget, this program was reduced by \$1 million and an additional reduction of \$1.7 million was achieved "through closing entry

into the program or making eligibility guidelines stricter." In 2010 the Governor's Budget reduced this program by another \$747,356.00. Overall, the fiscal 2010 budget for LMBs and LMB programs proposed by the Governor was \$7.1 million lower (-14.7%) than fiscal 2009. "The reduction represents decreases to programs and Local Management Board funding as part of the effort to reduce spending in the budget."<sup>9</sup> The collective impact of service reductions was noted previously in the section on the Work of the LMBs regarding the 31% reduction in programs from FY2009 to FY2011 according to the Local Management Board Association's FY 2010 Report.

However, the results achieved by Local Management Boards are not only through the services they fund. LMBs produce results through the core functions of their staff. One survey respondent observed; "The strength

of the LMB is the quality staff. The connections that they make, the input at meetings have been missed at various times already. They have the ability to make change quickly. They are advocates when others are silo based and not able to see the forest for the trees." As previously noted, the LMBs have a full range of responsibilities required by the Children's Cabinet and listed in the State of Maryland Policies & Procedures Manual for Local Management Boards such as the Development

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*"We are already seeing the effect [of budget cuts to LMBs]. Children that once had access to nontraditional service modalities are no longer in a position to receive them. Children are entering out of home placement as a result of needing higher levels of care, impacting funding of other State agencies."*

~ SURVEY RESPONDENT

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of community needs assessments; Systems of Care staffing, including Local Access Mechanism and Navigation; Contract monitoring and evaluation; and Grant writing and community resource development. While these responsibilities and functions remain in place, the funding to support staff has been cut. The administrative budgets of LMBs were reduced in three rounds of cuts in 2009; first by 11%, then another 8% and finally another 14% according to the Reports on Budget Reductions from the Board of Public Works. Ultimately, the number of LMB Staff paid through Children's Cabinet Interagency Fund and Non-CCIF funding decreased from 119 in FY2009 to 68 in FY 2011; a 43% reduction in staff over the two years. Slightly more than half of the LMB directors (53%) have been with the LMBs for two years or less.

Wicomico Partnership for Families and Children Chair George Whitehead describes the unsettling impact of the past and pending budget cuts when he says, "the reductions in budgets become distracting for the Board as we have to continue to address the uncertainties and still maintain our responsibilities." Other members and LMB Directors cite the impact of reduced staff, the departure of long standing Directors, low morale, the lost of the intuitional memory and key relationships that are important to advancing partnerships, the lost of momentum, and capacity to do the work. In fact, a recent Stanford Social Innovation report on collaborations found that:

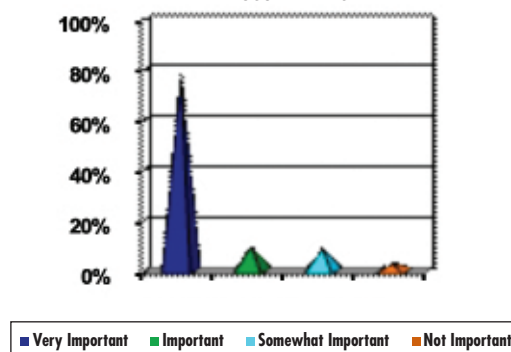
"Creating and managing collective impact requires a separate organization and staff with a very specific set of skills to serve as the backbone for the entire initiative. Coordination takes time, and none of the participating organizations has any to spare. The expectation that collaboration can occur without a supporting infrastructure is one of the most frequent reasons why it fails."<sup>10</sup>

Given this reality of shrinking budgets, the survey asked individuals, "How important do you think it is for state policymakers to invest funds to sustain LMBs as core entities to increase collaboration and strengthen local services in order to achieve better results for children and families?" Eighty-nine percent, or 720 respondents, answered this question. Seventy-eight percent of the respondents said that it was very important for state policymakers to invest in LMBs.

Although today's budget realities are clear, the questions at this juncture are: Can Maryland afford to further reduce support to the vulnerable children and families served through LMB funds? Can Maryland afford to step backwards from the progress made in improving the results for children and families through the LMBs?

These questions were answered by one survey respondent, "The state needs to recognize the value that the LMBs bring to the table. By investing in this organization, you are investing in families."

**Importance Level for State Policymakers to Invest in LMBs**



## ■ Consequences for Communities with LMBs Reducing their Work

Eighty-eight percent, or 713 respondents, answered the open-ended question on "What would be the consequences of your LMB having to severely reduce its operations or close down due to a loss of funding?" These responses expressed alarm and genuine concern for what would happen in their communities. Some respondents who have a longstanding relationship with LMBs and with their community's system of service delivery made references to conditions as they were "pre-LMB." For many respondents, there is an intensity about the negative consequences to their communities' families and children expressed with passion and conviction. An analysis of the comments surfaced five themes across the respondents relating to diminished outcomes, the loss of services, risk for fragmented services, compartmentalized service delivery and a leadership void.

## **1. Diminished Outcomes for Children, Families and Communities**

- “We all lose out if we lose our LMBs.”
- “The consequences would be serious — higher teen births, increased crime, more school dropouts and higher numbers of families locked in the endless cycle of poverty. The RETURN ON INVESTMENT must be considered when evaluating these programs as they pay for themselves, probably several times over, when all factors are examined. To further reduce funding or close these operations would be “penny-wise but pound foolish.”
- “Thousands of local families would slip through the cracks without the ongoing support, advocacy, and action of the LMB. We live in an impoverished area with an alarming number of children born daily into families where poverty, illiteracy, violence, and dysfunction are a daily reality. The LMB works with service providers and residents of the community to ensure that these most vulnerable families are assisted.”

## **2. Loss of Local Services and Programs**

- “In our community we have become dependent on the LMB to have investigated what needs to be done, can be done, has been done before, how that worked and how efforts can be improved to assure increased success.”
- “I am concerned that needs and issues pertaining to the area will get lost in the bureaucracy. The local voice would not be heard as well and local involvement in decisions would be minimized. Centralization with a state agency is not a good thing. I would rather see the state level positions cut instead of local positions.”
- It would be devastating to the community. Programs that provide core services to the community would suffer. As we are in a rural area, there are few opportunities available for children, youth and families. The LMB provides support to all 90% of the programs. The community would be devastated if the LMB was lost. The LMB seeks funding, coordinates resources and distributes needed funding to core services. “
- “A severe reduction has already occurred and I think it made key services to the county vulnerable in a time when more families are in need of these types of services. I think we will see an impact in the Results — particularly amongst the at-risk population.

## **3. Risk for Increasing Fragmented and Duplicated Services**

- “Being in CPS I know our local families and children will suffer. As I see it, the LMB reduces duplication of services (multiple assessments for child welfare being done by the DSSs, United Way, etc.), serves as a clearinghouse of information and grants, and promotes general child well-being in the community. Community providers and agencies are siloed by federal and state funding. Honestly, we all get bogged down in our niche. The LMB was created to be above all this. The loss of the LMB will have tangible and immediate implications.”
- “The loss of the LMB would allow for a more disjointed, disparate, and divisive service agency approach to working with children and families. Without a neutral convener — to hold all parties accountable for adhering to their respective missions — or to the data and outcomes that inform policymakers — children and families would suffer greatly as they attempt to navigate a de-evolving service delivery system.”
- “We would lose our unity of agencies working closely together. Our LMB is the glue that makes many of our agencies work together and communicate with each other in a positive way.”

#### 4. Return to the “Old Way of Doing Business” in Silos

- “Our LMB is THE key agency responsible for most of the collaboration that takes place related to children and families and the multiple agencies who serve them. The disappearance of the LMB would likely result in a return to “silo” thinking and acting on the part of those agencies.”
- “The concerted effort of all the major local government agencies and the community would be lost. These agencies and community groups would go back into their cubbies and conference rooms and start making single-focused decisions for our children and families and potentially miss the real problem and thereby service the wrong solution. It is extremely important to bring all of our resources to the same table to solve our social woes, together.”
- “The LMBs ALREADY are severely reduced in their ability to perform within our communities. And the consequence is every child-serving agency STILL operating within their respective silos of authority, funding and scope of service. They do not play well with others because they don’t have to ... LMBs function as collaborators and consensus builders. There would be no one looking at the big picture of what services are needed and provided. We would be back to the old system of each agency doing its own part, without any hope of combining resources to better serve the public.”
- “I fear that Maryland would slide back to a time when services for children are fragmented and duplicative with little monitoring for outcomes.”
- “It would return the state to feudal, non-collaborative, uncoordinated, unplanned program and service delivery and a stovepipe environment where information and data about programs does not get shared; decision-making is not evidence-based, and community involvement retreats.”
- “The fact that I am missing the communication and collaboration provided by regular LMB meetings is proof of their value ... I believe we are all back in our silos!”

#### 5. Leadership Void

- “We would lose specific expertise and guidance our LMB staff bring to the rest of the agencies.”
- “We depend greatly on the local LMB for INSIGHT, continuity, expert background information on various topics, and completing projects. The necessary, but highly burdensome, tasks to obtain grants is carried out efficiently and effectively by our LMB. It would be a severe blow to this county to lose our local LMB.”
- “This would severely injure the community. The LMB is local and has a pulse on the needs of our community ... This is an agency that works hand in hand with other organizations and to lose that would put a gap between the community level and the state. I am not a believer in big government but I feel this agency just makes sense. They are here in our neighborhoods evaluating the needs of our communities ... this allows us, a poorer county, not to get lost in big government of the state level whose emphasis is usually on the metropolitan areas. We would lose a voice and our children and families would suffer. Our local LMB allows us to see our tax dollars really at work for US!”

Not surprisingly, LMB Directors echoed many similar sentiments of the survey respondents, especially in the area of the lost services to the community. And, a couple said that further reductions would “cause the LMB to shut down its operations.” The Directors also noted that the community would lose additional funds, given the success of LMBs to leverage public and private funds for the community at a rate of one to one.

## Conclusion

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For more than twenty years, Maryland's work through Local Management Boards has engaged thousands of people across the state in improving the way that local services are planned, funded and delivered. According to hundreds of people surveyed for this report, the LMBs are not only fulfilling the roles required of them by state law, but they have gone beyond legal mandates to become a "part of the fabric of community life." And, if LMBs cannot be sustained, survey respondents fear a return to the old days of "working in silos," with services much less responsive to local needs. Frank Farrow, the Director of the Center for the Study of Social Policy and a long time observer of community decision-making in Maryland and other states, puts it this way: "LMBs have delivered on their promise. They bring communities together to focus on results – and Maryland's results demonstrate the difference they've made."

Indeed, Marylanders can be proud of the significant contributions that LMBs, together with state agencies, have made and continue to make. LMBs are one-of-a-kind entities in their jurisdictions. The people who work with them understand this. Unfortunately, as survey respondents also indicated, the LMBs operate too often "under the radar" and their contributions are not fully appreciated. But the data from dozens of reports and the views of hundreds of people who work firsthand with the LMBs affirm that they are effective organizations making a difference in children's and families' day-to-day lives.

LMBs are at a critical juncture as to whether they will continue to operate as effectively in their mandated roles or at all. A number of LMBs have reached the point where reductions in their staff and resources dramatically affect their work in their communities. In one sense, LMBs were ahead of their time. In the current climate, when people want decisions to be made locally and not by a government that is distant from them, the LMBs are a vehicle to do just that. But they need the core resources necessary to do that task well.

The Governor and the General Assembly face tough choices this year and in future years that will affect the lives of millions of Marylanders. As Farrow notes, "Maryland still has a chance to do what other states are only talking about doing, because it has the infrastructure in place to deliver better results. But if that capacity is severely dismantled by budget cuts, Maryland runs the risk of not being able to rebuild it."

Donna Stark, the first Director of the Governor's Office of Children (then the Office of Children, Youth and Families), and now Vice President for Talent Management/Leadership Development at the Annie E. Casey Foundation, notes that there is a "crisis in leadership" and asks, "where are the champions?" This is a time for local voices to be raised to sustain the LMBs. Indeed, Maryland could lose a very valuable and integral community asset. Fearing that these voices will not be heard, one survey respondent captures the consequence very clearly: "the children will suffer."

## **END NOTES**

<sup>1</sup> The State of Maryland Policies & Procedures Manual for Local Management Boards [http://www.ocyf.state.md.us/PDF/LMB\\_Manual.pdf](http://www.ocyf.state.md.us/PDF/LMB_Manual.pdf)

<sup>2</sup> [http://www.dbm.maryland.gov/agencies/Documents/MFR\\_documents/MFR\\_Perf\\_Rpt.pdf](http://www.dbm.maryland.gov/agencies/Documents/MFR_documents/MFR_Perf_Rpt.pdf) required by the State Finance and Procurement Article, Section 3-1002, submitted annually to the Legislature by the Department of Budget and Management.

<sup>3</sup> Systems Change Through the Youth Strategies Grant, University of Maryland, Center for Substance Abuse Research, Patricia Zangrillo, Elena Tracy, Megan Fitzgerald, Erin Artigiani, 2003

<sup>4</sup> State of Maryland Report on Out-Of-Home Placements And Family Preservation: Fiscal Years 1999 through 2008 [http://www.ocyf.state.md.us/PDF/GOC\\_Out\\_Of\\_Home\\_Placements\\_2008.pdf](http://www.ocyf.state.md.us/PDF/GOC_Out_Of_Home_Placements_2008.pdf)

<sup>5</sup> Youth Strategies Consolidated Grant: Meta-Analysis Report for the First and Second Funding Cycles, Stacy S. Najaka, Ph.D. Denise C. Gottfredson, Ph.D. Sara Betsinger, M.A. Department of Criminology and Criminal Justice University of Maryland, College Park August, 2005

<sup>6</sup> Community Networks – Building Community Capacity, Reducing Rates of Child and Family Problems Trends among Washington State Counties from 1998 to 2006, Executive Summary and Technical Paper Dario Longhi Ph.D. & Laura Porter, February 2009

<sup>7</sup> The State's Annual Report on Managing for Results directly attributes GOC and the Children's Cabinet Interagency Fund (for which LMBs are the implementation arm) for the progress in deaths due to injuries and homicide, child poverty, teen births and out-of-home placements.

<sup>8</sup> Department of Legislative Services, Office of Policy Analysis, Spending Affordability Briefing November 2010 [http://mlis.state.md.us/other/spending\\_affordability/briefing\\_111010.pdf](http://mlis.state.md.us/other/spending_affordability/briefing_111010.pdf); A recent report from the National Conference on State Legislatures noted "Structural budget gaps in Maryland are projected for FY 2012 (\$2.1 billion or 13.5 percent), FY 2013 (\$1.9 billion or 11.8 percent), and FY 2014 (\$1.8 billion or 10.9 percent). Proposed actions for addressing the structural budget gaps will not be known until the governor submits the new budget in 2011". National Conference of State Legislatures State Budget Update: November 2010. [http://www.ncsl.org/LinkClick.aspx?fileticket=Aq\\$BWjZkwK8%3d&tabid=21829](http://www.ncsl.org/LinkClick.aspx?fileticket=Aq$BWjZkwK8%3d&tabid=21829)

<sup>9</sup> Board of Public Works, Reports on Budget Reductions [http://www.bpw.state.md.us/static\\_files/11.18.09BudgetReduction.pdf](http://www.bpw.state.md.us/static_files/11.18.09BudgetReduction.pdf); <http://www.governor.maryland.gov/documents/090826AgencyReductions.pdf>; [http://www.dbm.maryland.gov/agencies/operbudget/Documents/2010/19GM\\_BPW\\_072209.pdf](http://www.dbm.maryland.gov/agencies/operbudget/Documents/2010/19GM_BPW_072209.pdf)

<sup>10</sup> Kania, J. & M. Kramer, Collective Impact, Stanford Social Innovation Review, Winter 2011 [http://www.ssireview.org/pdf/2011\\_WI\\_Feature\\_Kania.pdf](http://www.ssireview.org/pdf/2011_WI_Feature_Kania.pdf)



## **APPENDIX A: Key Dates in Maryland Child and Family System Reform Initiative**

- 1988** Governor Schaeffer issues an executive order creating Children and Family System Reform Initiative mandates each county create an interagency service delivery system for children, youth and families with initial focus on returning children from out-of-state placements and diverting children from placement.
- 1989** Initiative receives a five-year \$7.5 million grant from the Annie E. Casey Foundation. CSSP named as the intermediary. Prince George's County becomes the first LMB.
- 1990** General Assembly passes legislation requiring each local jurisdiction to establish a Local Governing Entity to sunset in 2005. General Assembly authorizes budget language permitting use of State out-of-home placement funds for community-based prevention services and for incentive funds to the LGEs for diversion. Governor's Office for Children, Youth, & Families reorganizes from the Governor's Office of Children and Youth established in 1978.
- 1991** Baltimore City, Garrett and several Eastern Shore Counties accept invitation from GOCYF to form a Local Governing Entity.
- 1992** General Assembly passes Senate Bill 588 (services to return children home from out-of state placements) and House Bill 1055 (prevention of out-of-home placements)
- 1993** The OCYF plan for Family Preservation Services calls for the LMBs (called Local Planning Entities then) to work with the local agencies to develop an interagency plan to coordinate family preservation resources. LMB Directors begin meeting as an informal group.
- 1994** House Bill 1233 passes providing for the establishment of Children's Subcabinet Fund and establishes at least one pilot for a system of interagency budgeting and funding.
- 1995** Governor's Office for Children, Youth, and Families formalizes Technical Assistance for LMBs through the System Integration Support Division.
- 1996** Lt. Governor Kennedy Townsend chairs the Governor's Task Force on Children, Youth, and Families Systems Reform which reaffirms the need for systems reform efforts and recommends enacting a results-based system (Maryland's Eight Results); expanding local authority to determine service needs; creating the MD Partnership for Children, Youth, and Families and shifting focus to prevention and early intervention.
- 1997** Governor Glendening authorizes the operation of the OCYF to function under the Office of Lt. Governor, Office for Children, Youth, & Families.
- 1998** Community Partnerships for Children, Youth, and Families replaces the language of Systems Reform Initiative. All counties have an operational LMB. LMB Association formalizes its membership through adopting bylaws.

- 1999** The Governor's Children's Subcabinet begins to enter into negotiated five-year agreements called Community Partnership Agreements with each LMB based on the initial agreement with Garrett County. These agreements clarify the roles and responsibilities of each party to implement a full continuum of integrated services to children and families to achieve the targeted results for children, youth and families – essentially fund flexibility for outcomes. All 24 LMBs have a CPS by end of 2002.
- 2002** OCYF publishes *LMBs at a Glance* highlighting all 24 of Maryland's LMBs. House Bill 1386 passes requiring a statewide assessment and planning initiative to improve community-based services for children with intensive needs.
- 2004** Maryland's Children's Cabinet and Governor's Office for Children and Youth publish the first annual *Maryland Results for Child Well-Being Report*. The FY 2004 budget reduces the core functions/ administrative budgets of the LMBs by 50%, resulting in reductions in services, staffing, frequency of community monitoring and community supports. FY2004 LMB funding level reduced as a result of budget cuts to various boards, commissions and councils in an effort to streamline government operations. Maryland's Children's Cabinet and Governor's Office for Children and Youth publish the *Maryland Results for Child Well-Being Report*.
- 2005** Governor Ehrlich issues an Executive Order on the functions of Local Management Boards due to the sunset of the 1990 legislation under Article 49D. GOC extends Community Partnership agreements one year. GOC conducts a listening tour and a Stakeholders Day Planning Day to mine the learnings of systems reform and to shape the future directions.
- 2006** The General Assembly passes Senate Bill 294/HB301 that re-codifies the LMBs (now Human Services Article §8-301-305). The budget restores over a third of the cuts expanding local services for children. GOC begins negotiations on three-year Community Partnership Agreements (CPA). GOC initiates a results-based reporting format for LMBs to start trendline data reporting on their targeted indicators and performance measures in the CPA. TA reorganized as LMB monitoring and LMB TA.
- 2007** LMB Association issues its first annual report to the Maryland General Assembly. GOC provides technical assistance to all LMBs and they submit Local Access Plans for Local Integrated System of Care.
- 2009** GOC shifts to annual Community Partnership Agreements with each LMB.

## **APPENDIX B: Directory of Maryland's Local Management Boards**

**Maryland Association of LMBs: [www.MDLMB.org](http://www.MDLMB.org)**

### **ALLEGANY COUNTY**

Laura Witt, *Executive Director*  
Local Management Board of Allegany County, Inc.  
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Website: [www.lmb.allconet.org](http://www.lmb.allconet.org)

### **ANNE ARUNDEL COUNTY**

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(410) 222-7674 (FAX)  
E-mail: [srbrow00@aacounty.org](mailto:srbrow00@aacounty.org)  
Website: [www.aacounty.org/Partnership](http://www.aacounty.org/Partnership)

### **BALTIMORE CITY**

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Website: [www.baltimorecountymd.gov/Agencies/lmb](http://www.baltimorecountymd.gov/Agencies/lmb)

### **CALVERT COUNTY**

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[ccfamilynetwork@co.cal.md.us](mailto:ccfamilynetwork@co.cal.md.us)  
Website: [www.co.cal.md.us/residents/health/family](http://www.co.cal.md.us/residents/health/family)

### **CAROLINE COUNTY**

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### **CARROLL COUNTY**

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### **CECIL COUNTY**

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### **DORCHESTER COUNTY**

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Website: [www.docogonet.com/index.php?page=local\\_](http://www.docogonet.com/index.php?page=local_managementboard)  
[managementboard](http://www.docogonet.com/index.php?page=local_managementboard)

### **FREDERICK COUNTY**

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**HARFORD COUNTY**

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**KENT COUNTY**

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FamilyServices/children\_youth.asp

**QUEEN ANNE'S COUNTY**

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Website: www.talbotcountymd.gov/index.  
php?page=talbot\_family\_network

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(240) 313-2099 (DIRECT LINE)  
(240) 313-2085 (FAX)  
E-mail: sstone@washco-md.net  
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**WICOMICO COUNTY**

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lmb/admin.asp

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Website: www.worcesterchildren.org

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Local Management Boards Unlocking Maryland's Future LMBs 101 PowerPoint Presentation, September 2001

Local Management Boards FY 201 Appendix A Reports for list all of the counties  
Alleghany, Anne Arundel, Baltimore City, Baltimore County, Calvert County, Caroline County, Carroll County, Cecil County, Charles County, Dorchester County, Frederick County, Garrett County, Harford County, Howard County, Kent County, Montgomery County, Prince George's County, Queen Anne's County, St Mary's County, Somerset County, Talbot County, Washington County, Wicomico County and Worcester County

Maryland Association of Local Management Boards (October 2010) *FY2010 Annual Report Maryland*

Maryland Association of Local Management Boards (October 2009) *FY2009 Annual Report Maryland*

Maryland Association of Local Management Boards (October 2008) *FY2008 Annual Report Maryland*

Maryland Association of Local Management Boards (October 2007) *FY2007 Annual Report Maryland*

State of Maryland's Children's Cabinet and Governor's Office for Children Maryland's Report of Results for Children Well-Being 2009

State of Maryland's Children's Cabinet and Governor's Office for Children Maryland's Report of Results for Children Well-Being 2008

The State of Maryland Policies & Procedures Manual for Local Management Boards [http://www.ocyf.state.md.us/PDF/LMB\\_Manual.pdf](http://www.ocyf.state.md.us/PDF/LMB_Manual.pdf)





