

# Lessons from Maryland's Experience



**National Governor's Association  
Human Services Policy Advisors Institute  
September 12, 2019  
Arlene F. Lee**

# Maryland's Youth Policy Structure

Chaired by the Executive Director of the Office for Children, members include the Secretaries of Human Resources, Juvenile Services, Disabilities and Budget & Management, and the Superintendent of Education. Agencies partnering with the Children's Cabinet include the Secretaries of Public Safety and Labor and the Office of Crime Control & Prevention.

**Joint Committee on Children, Youth and Families**

**Children's Cabinet**

**Children's Cabinet Implementation Team**

**Governor's Office for Children (GOC)**

**Local Management Boards (LMBs)**

Promote the vision of the State for a stable, safe, and healthy environment for children and families; Provide a regular forum for State agencies to coordinate policy recommendations for the Governor; and Prepare a Three-Year Children's Plan establishing priorities and strategies for the coordinated delivery of services for children and families.

# Maryland's Youth Policy Structure

Composed of the Deputies or Chiefs of Staff for each of the Children's Cabinet member agencies. Charged with overseeing the implementation of the Children's Cabinet Three-Year plan, including progress reports to the Children's Cabinet with specific metrics; and overseeing an interagency approach to services for youth with the most intensive needs that are provided in the least-restrictive environment. The CCIT operationalizes the policies established by the Children's Cabinet.

**Joint Committee on Children, Youth and Families**

**Children's Cabinet**

**Children's Cabinet Implementation Team**

**Governor's Office for Children (GOC)**

**Local Management Boards (LMBs)**

Promote the values, policies and practices that continually advance the well-being of Maryland's children and families; Inform and support the collective and specific work of the Children's Cabinet; Partner with Local Management Boards to plan, coordinate and monitor services; Oversee the use of Children's Cabinet interagency funds in accordance with policies and procedures established by the Children's Cabinet; and Assist the Children's Cabinet in the allocation of funds.

# Maryland's Youth Policy Structure

Made up of local directors of state agencies, local agencies, business and faith leaders, community members and youth. Strengthen the decision-making capacity at the local level; Design and implement strategies that achieve clearly defined results in a local 5-year strategic plan; Maintain standards of accountability; Influence the allocation of resources; Coordinate services to eliminate fragmentation and duplication; Create an effective system of services that improve outcomes for all children, youth, and families.

**Joint Committee on Children, Youth and Families**

**Children's Cabinet**

**Children's Cabinet Implementation Team**

**Governor's Office for Children (GOC)**

**Local Management Boards (LMBs)**

Made up of representatives from both Chambers. Coordinate State efforts to improve the health, education, safety, and economic well-being of children; Investigate factors that jeopardize the condition of the State's children; Recommend new laws, regulations, and budget priorities; Recommend remedies to interdepartmental inefficiencies in services; Inform the Legislature and the general public of issues concerning the special needs of children, youth, and families.

# History

- **1978-** Governor issues Executive Order creating an office on children's issues.
- **1988-** Governor issues Executive Order creating the Subcabinet. Anne E. Casey Foundation supports Maryland's reform efforts with a five-year \$7.5 million grant.
- **1990-** Statute requires each local jurisdiction to establish a Local Governing Entity now known as Local Management Board (LMBs)
- **1992-** Statute established LMB role in services to return children from out-of-state placements and prevention of out-of-home placements.
- **1994-** Statute established the Subcabinet Fund and at least one pilot for a system of interagency budgeting and funding.
- **1996-** Final Task Force Report on Children, Youth and Families Systems Reform issued.
- **1999- 2002** All LMBs signed agreements with the Subcabinet.

# History

- **2005**- Statute sunsets, dissolving the Governor's Office for Children, the Subcabinet, and the Local Management Boards.
- **2005**- Governor issues Executive Order establishing Governor's Office for Children and the Children's Cabinet.
- **2006**- Statute re-established the Local Management Boards and the Interagency Children's Cabinet Fund.
- **2009-2012**- Funding for Local Management Boards reduced by 75%
- **2015**- Governor's Office for Children releases new strategic focus, with planning grants for Local Management Boards
- **2016**- New funding and competitive grants for Local Management Boards.
- **2018**- Governor's Office for Children collapsed into Governor's Office for Crime Control and Prevention.
- **2018/2019**- Children's Cabinet stops meeting quarterly.
- **2019**- Executive Director demoted to Deputy Director.

# Successful Strategies

- Innovative and effective examples of Maryland's Children's Cabinet financing strategies:
  - Enter School Ready to Learn: establishing a common goal across government.
  - Earned reinvestment: using incentives and flexible funding to address a critical problem.

# Enter School Ready to Learn

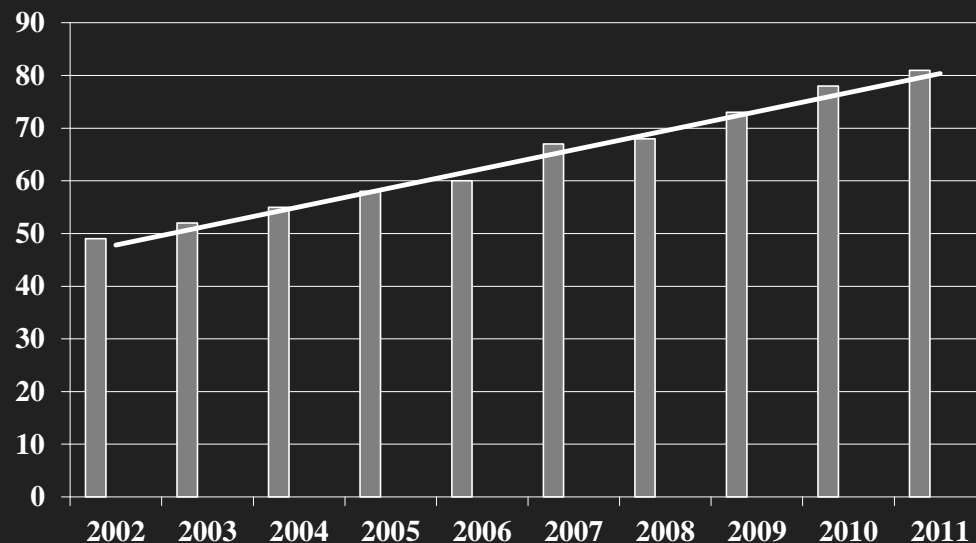
- In 1999 the Children's Cabinet and the Joint Committee on Children, Youth and Families selected "Children Entering School Ready to Learn" as the first result area to be addressed through a legislative and executive branch joint effort.
- In 2001 Senate Budget and Taxation Committee held joint hearings with the House Appropriations Committee on the result area "Children Entering School Ready to Learn" with the Children's Cabinet reporting on collective strategies.
  - Response to low numbers of children who were ready for Kindergarten



# Enter School Ready to Learn

- Statewide: Early Care and Education Subcommittee of the Children's Cabinet *Five Year Action Agenda*
  - Quality care and education programs
  - Supporting parents
  - Accessing range of health and mental health services
  - Training for early care and education staff
  - Public engagement
  - Accountability
- Local: Leadership in Action and Local Plans
  - Baltimore City Leadership in Action Program (BLAP) formed, with 50 community leaders, public officials, parents, and early childhood care and education providers

# Enter School Ready to Learn



Statewide School Readiness

- Statewide - 49% to 81% full readiness in 10 years.
- Baltimore City – In the first year, 13 percentage point increase in the number of children who entered school ready to learn.

# Earned Reinvestment

- Earned reinvestment was a program that incentivized local jurisdictions to participate in the State's goal of reducing the number of out-of-State placements.
- The incentive was dollars that a Local Management Board “earned” from the savings realized as a result of returning or diverting children from out-of-State care.
  - Response to a high number of youth who were placed in out-of-State residential facilities.

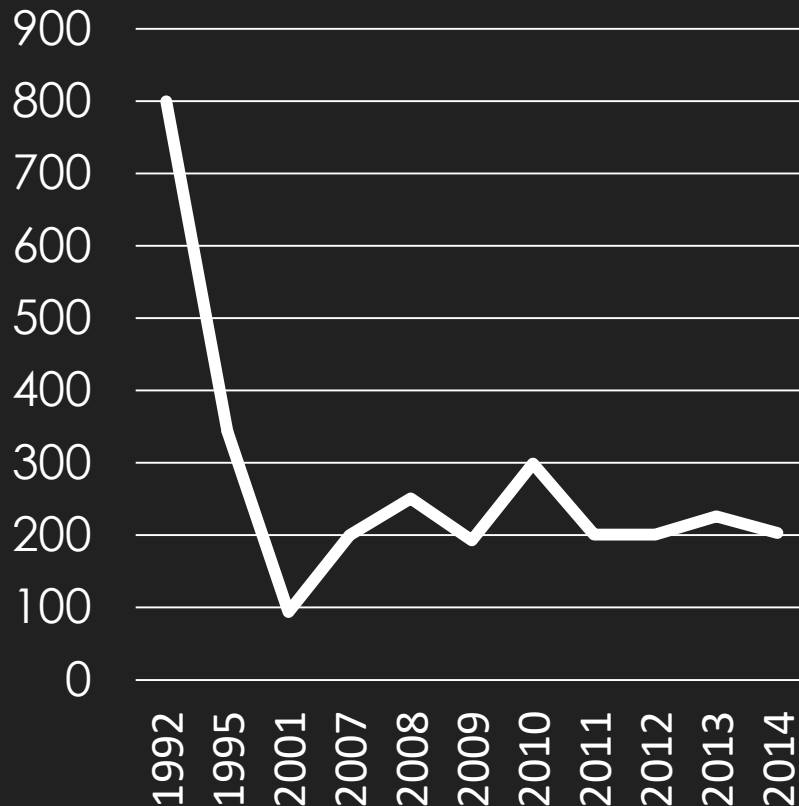
# Earned Reinvestment

- During the late 1980s, the number of youth served out-of-state in residential placements had reached unacceptable levels, in 2001 the number had fallen to 94.
- GOC managed the State Coordinating Council, which reviewed every case recommended for out-of-state placement.
- LMBs managed the local process for diverting or returning children from out-of-State placement.

# Earned Reinvestment

- State created a “backpack”- a case rate based on the average 2 year cost of an out-of-state placement.
- LMBs provided “backpack” amount for services to return or divert a child from out of State placement.
- LMBs eligible to retain the remainder of any “backpack”, based on successfully maintaining the child in the community for 3 years.
- Calculated cost savings = earned reinvestment funds for LMBs.
  - To be used to develop community-based resources.

# Earned Reinvestment



- More than 500 youth returned home to Maryland to a community-based placement.
- Millions of dollars infused in the jurisdictions for community-based services.

# Earned Reinvestment

Examples of projects funded with the savings that were locally-determined:

- Start-up and year 1 costs for a Nurse Family Partnership program.
- Year 1 expenses related to a mental health therapist at a Child Advocacy Center.
- Initial expenses for local schools implementing the Positive Behavior Interventions and Support (PBIS) program.
- Materials and equipment for start-up of a Child Advocacy Center, youth homeless shelter, a community center, and other community-based facilities.

With continuation funding through other State and federal funding sources.

# Lessons Learned

**The last 41 years have taught us that interagency and state/local collaboration is fundamental to improving outcomes. It is also fragile and requires:**

- A mandate that requires both the cross-system effort and the desired outcomes (using Results-based Accountability);
- A commitment by the leadership (Executive and Legislative);
- Neutrality and dedicated staff support;
- Commitment to local decision-making and authority;
- An accountability system that allows the State to trade flexibility for accountability with the local jurisdictions;
- Embedded and ongoing technical assistance; and
- Continuous engagement and education of stakeholders.



