



Children & Families  
Commission of Orange County

RECEIVED  
2008 NOV 24 PM 3:47 Agenda Item No. 5  
December 3, 2008 Meeting

CLERK OF THE BOARD  
ORANGE COUNTY  
BOARD OF SUPERVISORS

**DATE:** November 20, 2008

**TO:** Children and Families Commission of Orange County

**FROM:** Michael M. Ruane, Executive Director

**SUBJECT: Implementation of Bridgespan Strategic Assessment - Progress Report on Targeted Community Investments**

---

**SUMMARY:**

The Children and Families Commission of Orange County received the final report from the Bridgespan Strategic Assessment in March 2008. As reported in June 2008, internal and consultant resources were organized to conduct additional analysis and work through implementation recommendations that were organized into five tracks. This report summarizes the implementation progress related to the first two recommendations. Implementation of these recommendations will focus on expanding early literacy programs in the three highest need communities in Orange County.

A comprehensive Bridgespan Implementation Update (Attachment 1) outlines the five key recommendations in the Strategic Assessment and summarizes the key findings and issues discussed in this report. This status report includes an analysis of the Commission's current investments in Santa Ana, Anaheim and Garden Grove which will serve as a platform for future investments, a review of potential early literacy programs for expansion in these targeted communities, and recommendations for next steps.

**Current Investments in Targeted Communities**

The Bridgespan analysis documented that while Santa Ana, Anaheim and Garden Grove account for 31 percent of the total Orange County population, these communities account for 48 percent of the low income population and also include school districts with the lowest Academic Performance Index (API) scores in the county. These three communities represent a significant challenge and opportunity for the Commission to positively impact early learning needs. In 2007, these school districts were among those with the lowest average API scores in the county. In fact, none of the school districts in these three cities achieved the statewide target of 800 for average API scores.

Achievement gaps between ethnic groups are large. California Department of Education data demonstrates that Latino children have the lowest percent of second grade students reaching advanced or proficient in the California Standard Test (CST), compared to Non-Hispanic Whites, African Americans and Asians. Among students that fall below advanced or proficient in English language arts and math scores, 70% of students are Latino. Latinos also tend to make up the

largest proportion of low income families in the county. Seventy percent of low income families with children ages 0-5 are Latino. Additionally, Latinos are less likely to speak English in the home. Of children where no English is spoken at home, 75% are Latino. As Orange County's population continues to shift, the need to close the achievement gap will increase.

*Current Investments in Santa Ana, Anaheim & Garden Grove*

The Commission has a significant investment in the communities of Santa Ana, Anaheim and Garden Grove which can be built upon. Based on client-level data collected by Commission funded programs, 39% of clients served reside in the three highest need communities. Among those clients served from the priority geographic areas, 86% have income levels equal to or less than 200% of the Federal Poverty Level and 78.4% are Latino.

In fiscal year 2007-2008, the Commission expended over \$49.9 million for services in the Healthy Children, Ready to Learn and Strong Families goal areas. By applying the percentage of clients served in the three highest need communities to the total expenditure amount, we estimate that the Commission invested approximately \$19.5 million for services to residents in those communities in fiscal year 2007-2008. Table 1 below lists the dollars expended, the percent of clients served from the highest need communities, and the estimated expenditures on services to clients in the highest need communities for each goal area. Maps illustrating the Commission's investments in Santa Ana, Anaheim and Garden Grove in fiscal year 2007-2008 based on client city of residence overall and by goal areas are included as Attachment 2.

**Table 1. Estimated FY07-08 Expenditures in Highest Need Communities by Goal Area**

<b>Goal Area</b>	<b>Total Dollars Expended FY07-08</b>	<b>% Served from Highest Need Communities</b>	<b>Estimated Dollars Expended on Clients from Highest Need Communities</b>
Healthy Children	\$ 30,594,515	39%	\$ 11,931,861
Ready to Learn	\$ 14,819,135	37%	\$ 5,483,080
Strong Families	\$ 4,577,867	50%	\$ 2,288,934
<b>Total</b>	<b>\$ 49,991,517</b>	<b>39%</b>	<b>\$ 19,496,692</b>

Commission investments that serve a high proportion of clients from the three highest need areas include the following programs:

<b>Healthy Children</b>	<b>Ready To Learn</b>	<b>Strong Families</b>
Bridges for Newborns - Hospitals Bridges for Newborns - Providers School Nurse Expansion Project Connections.FRC Ambulatory Care Community Clinics Oral Health	Local School Readiness State School Readiness Anaheim Expansion Program Early Literacy Ready to Learn Program Grants	Homeless Prevention Mental Health Services

### **Potential Early Literacy Investments**

Commission staff has researched and developed a potential list of early literacy programs. Prior Commission direction during the Bridgespan assessment indicated that early literacy program investments would be expanded to improve school readiness in the targeted communities. All the programs explored utilize parent involvement as a core strategy and have successfully demonstrated improvement in early literacy skills. This assessment did not focus on expanding literacy curriculum within preschool or childcare settings since these are already a focus of the school readiness programs.

Early literacy programs were assessed on a set of criteria based on key success factors identified in the Bridgespan assessment and criteria developed by the California Preschool Instructional Network (CPIN). The criteria included:

- Home-based intervention strategies
- Evidence-based approach
- Developmentally appropriate practices as defined by the National Association for the Education of Young Children (NAEYC)
- Alignment with California preschool expectations (DRDP-R and/or January 2008 California Preschool Foundations)
- Cultural competence
- Ease of program implementation, replication, and flexibility
- Program costs
- Time investment for families

Twelve early literacy programs were identified that meet some or all of the criteria and are deemed potential program implementation opportunities. Of the programs under consideration, six programs already exist at a small-scale in at least one of the targeted communities and are potential candidates for expansion. The Commission currently provides funding for five of the locally implemented programs. The remaining programs are national models that have not yet been introduced to Orange County. Program descriptions and a summary analysis comparing the assessment criteria are included as Attachment 3 and Attachment 4, respectively. It should be noted that the Reach Out and Read early literacy program implemented at pediatrician offices and clinic sites is an ongoing Commission program, and is being reviewed through a separate process. It is extremely complementary, but not a substitute for the early literacy programs under review.

#### *Implementation Structure for Santa Ana Community*

THINK Together is a non-profit organization that currently provides after school programs to close to 30,000 children in at-risk populations throughout Southern California. The program is available in over 200 Orange County school sites including 44 in the Santa Ana Unified School District. The Commission approved a capacity building grant with THINK Together to develop a business plan to extend their infrastructure to deliver early childhood education services with a focus on family literacy and early learning programs.

Completion of the THINK Together business plan is expected by the end of the year. The plan will propose a collaborative model with local schools, libraries and other agencies and businesses to coordinate early literacy, math, science, and other education experiences in support of families

with young children. Criteria to assess early childhood and family literacy programs were established and potential programs are currently in the assessment process. Both the criteria and programs are consistent with Bridgespan report. Upon approval of their business plan, THINK Together will be considered as a potential system manager to lead the implementation to ensure that programs are ramped up quickly and effectively.

In the future, we would look to organizations with similar relationships with school districts in expanding to Anaheim (Anaheim Family YMCA) and Garden Grove (Boys & Girls Clubs of Garden Grove). It is clear that the dominant after school programs operating in all three communities have significant resources and facility arrangements in place that can be leveraged for early learning programs.

#### *Funding Partnerships*

Several significant funding partnerships are being pursued to leverage the Commission's investment in the targeted communities. The City of Santa Ana, for example, is the potential recipient of a significant investment by the California Endowment as part of its community-based strategy to improve the health of high-need communities. Significant opportunities are also being pursued with other foundations in Garden Grove and Anaheim. The Commission investment is an important leveraging tool and increases the viability of other funders and the attractiveness of the investments in these communities. As part of the Ten Year Financial Plan update, the Commission will consider the funding capacity to support a significant multi-year investment in expanding early literacy options. The preliminary target that has been established is \$10 million over the next three to five years.

#### **Early Learning Program Management**

The Commission's early literacy and Early Learning goal area investments require overall management direction similar to the health, child abuse prevention, and homeless prevention programs sponsored by the Commission. These services can either be performed by Commission staff or consultants. Due to the variable nature of the workload and the need for an experienced manager, a senior level consultant is recommended. A consultant agreement with Kristen Thompson, former Executive Director for the YMCA of Orange County's Community Services Branch, is recommended to manage the early learning program area for an initial term of 19 months beginning December 1, 2008 for an annual cost of \$135,000 and a total cost of \$200,000. This approach will strengthen management and oversight of these critical community investments without increasing administrative costs and overhead.

#### **Next Steps**

While significant research and analysis has been completed, further work is required prior to the development of formal recommendations for Commission action. The work includes Commission input on early literacy expansion options; pursuing funding partnerships with foundations; developing a feasible implementation and potential engagement of agency to serve as the system manager; and a financial capacity analysis through the update of the Ten Year Financial Plan. The implementation recommendations will be presented to the Commission no later than April 2009 with a target implementation date of July 1, 2009.

## **STRATEGIC PLAN & FISCAL SUMMARY**

This program has been reviewed in relation to the Strategic Plan and is consistent with the Ready to Learn outcome goal. The funding for this item is included in the Fiscal Year 2008-09 budget within the Ready to Learn Program budget category.

### **PRIOR COMMISSION ACTIONS:**

1. November 2008 – Bridgespan Implementation Status Report
2. October 2008 - Bridgespan Implementation Status Report
3. September 2008 – Approved Annual Planning Session Follow-Up Report
4. June 2008 – Received Bridgespan Group Portfolio Assessment

### **RECOMMENDED ACTIONS:**

1. Receive the Bridgespan Implementation Progress report and provide direction to staff.
2. Adopt resolution authorizing the Executive Director or designee to prepare and negotiate Agreement C-261 with Kristen Thompson to manage the early learning programs and expansion plan for the term of December 1, 2008 through June 30, 2010 in an amount not to exceed \$200,000.
3. Direct staff to return no later than April 2009 with recommendations for funding effective July 1, 2009.

### **ATTACHMENTS**

1. Bridgespan Implementation Update
2. Maps 1-4: Commission Funds Awarded by Client City of Residence
3. Early Literacy Program Descriptions
4. Summary Analysis of Early Literacy Programs
5. Resolution with Kristen Thompson

**Contact:** Christina Altmayer

Attachment 1

# Bridgespan Implementation Update

Agenda Item No. 5

December 3, 2008

# Strategic Assessment Recommendations

- Bridgespan's Strategic Assessment focused on five key recommendations:
  - ✓ **Prioritize serving the neediest children rather than all children**
  - ✓ **Direct more resources to children's early learning needs**
    - Improve evaluation system
    - Shift a greater percentage of funding to catalytic (versus sustaining) activities
    - Augment staff, clarify roles/structure, improve performance management and enhance communications.

✓ ***Focus for Today's Track 3: Research, Prioritize and Recommend Strategies for Expanded Early Literacy Investments***



# December Status Report

- Implementation will focus on expanding early literacy programs in the three highest need communities in Orange County: Santa Ana, Anaheim and Garden Grove. Status report includes:
  - Analysis of the Commission’s current investments in Santa Ana, Anaheim and Garden Grove which will serve as a platform for future investments.
  - Review of potential early literacy programs for expansion in these targeted communities.
  - Recommended next steps.



# Targeted Communities

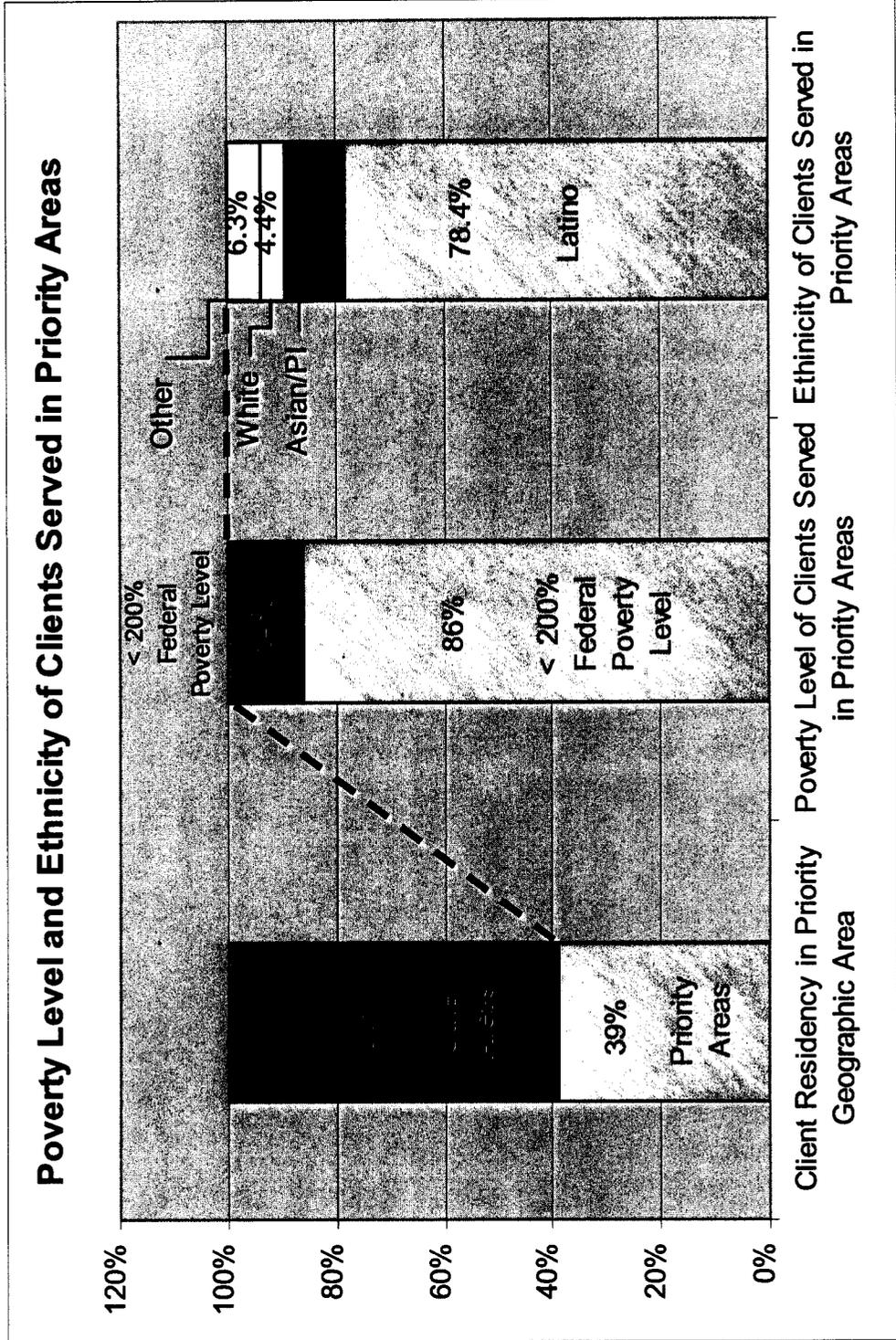
**Table 1. Average Academic Performance Index Scores Below Statewide Target of 800, Orange County, 2007**

School District	2007 API
Fullerton Elementary	798
Newport-Mesa Unified	791
Centralia Elementary	783
Orange Unified	782
Fullerton Joint Union High	775
Westminster Elementary	770
<b>Garden Grove Unified</b>	<b>766</b>
Huntington Beach Union High	763
Savanna Elementary	<b>758</b>
Buena Park Elementary	757
<b>Magnolia Elementary</b>	<b>743</b>
La Habra City Elementary	725
<b>Anaheim Union High</b>	<b>715</b>
Anaheim Elementary	696
<b>Santa Ana Unified</b>	<b>669</b>

- Santa Ana, Anaheim and Garden Grove account for:
  - 31 percent of the total OC population
  - 48 percent of the low income population
  - And include school districts with the lowest API scores in the county
  - As population shifts, increasing need to address the achievement gap.



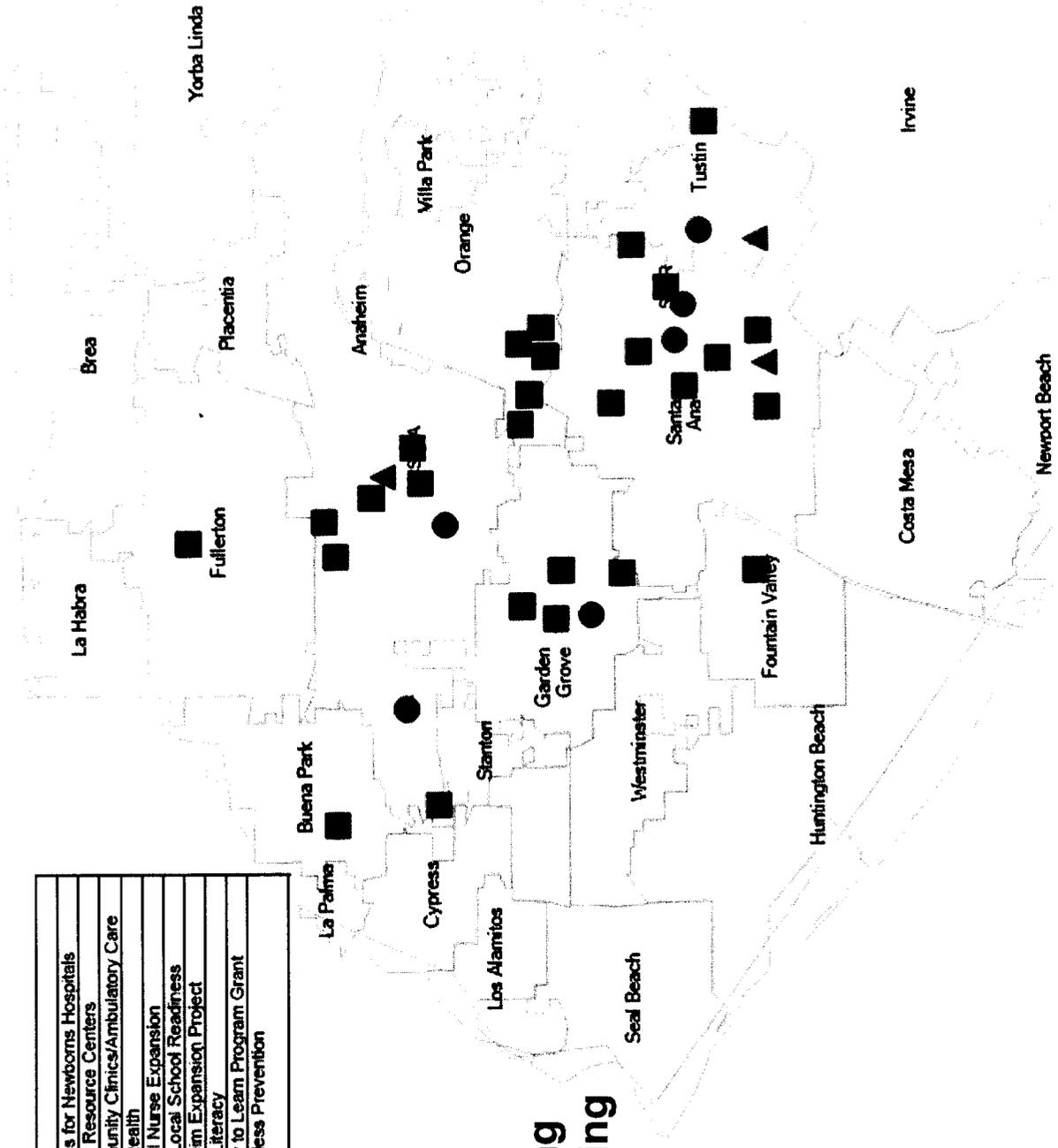
# Commission has made significant investments in Targeted Communities



***In FY 2007/08, the Commission invested an estimated \$19.5 million for services to residents in the targeted communities***

# Healthy Children Investments

Legend	Goal Area	Program
■	Healthy Children	B – Bridges for Newborns Hospitals F – Family Resource Centers C – Community Clinics/Ambulatory Care O – Oral Health
●	Ready to Learn	N – School Nurse Expansion S – State/Local School Readiness A – Anaheim Expansion Project
▲	Strong Families	E – Early Literacy R – Ready to Learn Program Grant H – Homeless Prevention



**Investments have focused expanding service & increasing access to quality pediatric care**

# Potential Early Literacy Investments

- Commission staff has investigated numerous programs that are both in and outside of Orange County. All programs include parental involvement and promising practices
- Programs range in terms of:
  - Cost per family
  - Degree to which results are sufficiently evaluated and evidenced-based
  - Ease of implementation.
- Further review and input of Commissioners on programs is necessary.



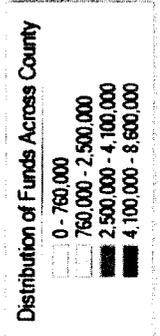
# Next Steps

- Solicit Commission input on early literacy expansion options
- Continue to aggressively pursue funding partnerships with foundations
- Developing a feasible implementation and potential engagement of agency to serve as the system manager
- Complete financial capacity analysis through the update of the Ten Year Financial Plan.

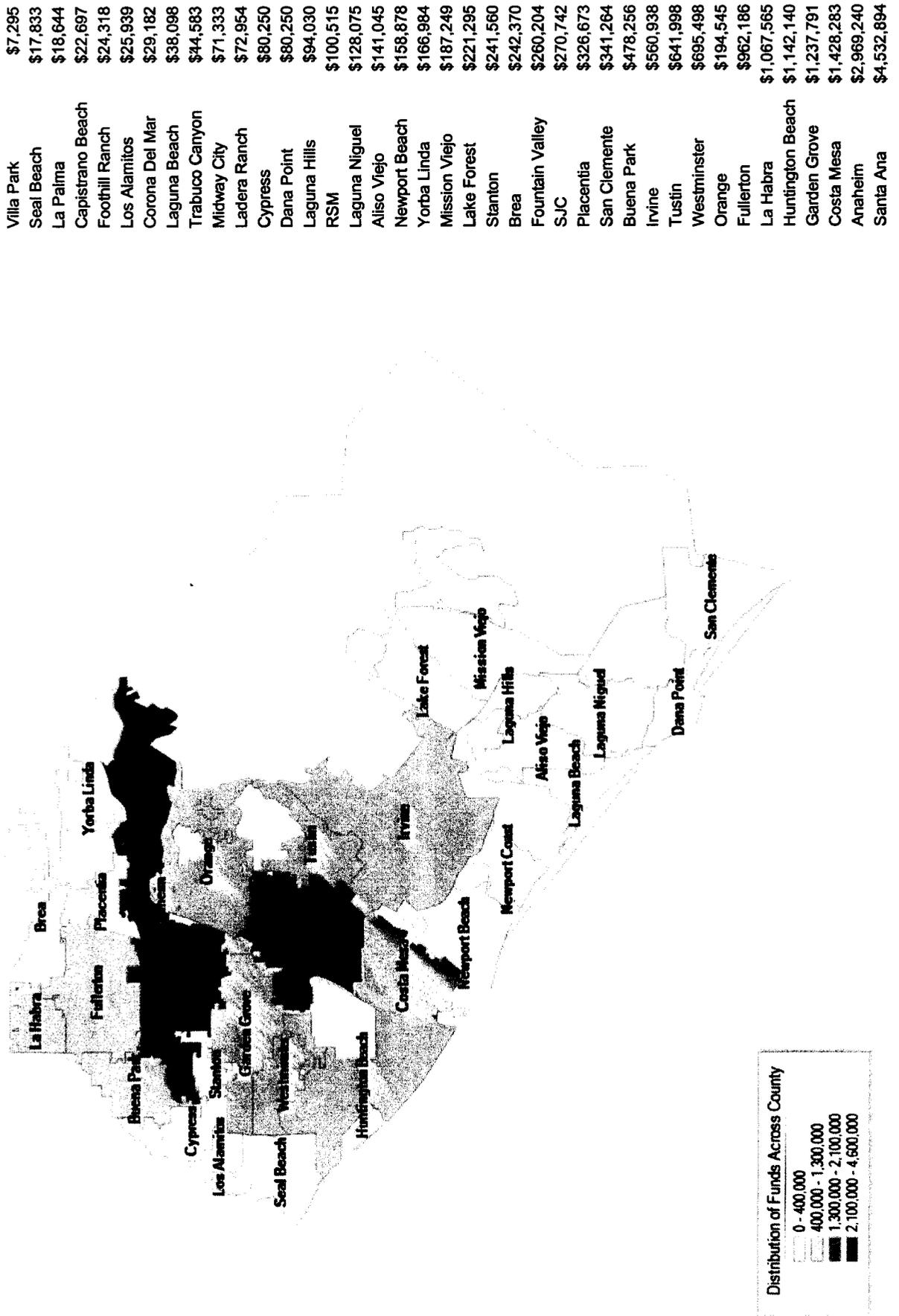


**Map 1. CFCOC Funds Awarded by Client City of Residence  
(Total Dollars Awarded)**

Villa Park	\$12,797
Seal Beach	\$31,281
La Palma	\$32,703
Capistrano Beach	\$39,812
Foothill Ranch	\$42,656
Los Alamitos	\$45,499
Corona Del Mar	\$51,187
Laguna Beach	\$66,827
Trabuco Canyon	\$78,202
Midway City	\$125,123
Ladera Ranch	\$127,968
Cypress	\$140,763
Dana Point	\$140,763
Laguna Hills	\$164,935
RSM	\$176,310
Laguna Niguel	\$224,653
Aliso Viejo	\$247,402
Yorba Linda	\$292,902
Mission Viejo	\$328,448
Newport Beach	\$341,245
Lake Forest	\$388,166
Stanton	\$423,712
Brea	\$425,134
Fountain Valley	\$456,415
SJC	\$474,899
Placentia	\$573,006
San Clemente	\$598,560
Buena Park	\$838,893
Irvine	\$983,922
Tustin	\$1,126,107
Westminster	\$1,219,949
Orange	\$1,330,854
Fullerton	\$1,687,739
La Habra	\$1,872,579
Huntington Beach	\$2,003,390
Garden Grove	\$2,171,168
Costa Mesa	\$2,505,304
Anaheim	\$5,208,245
Santa Ana	\$7,950,998

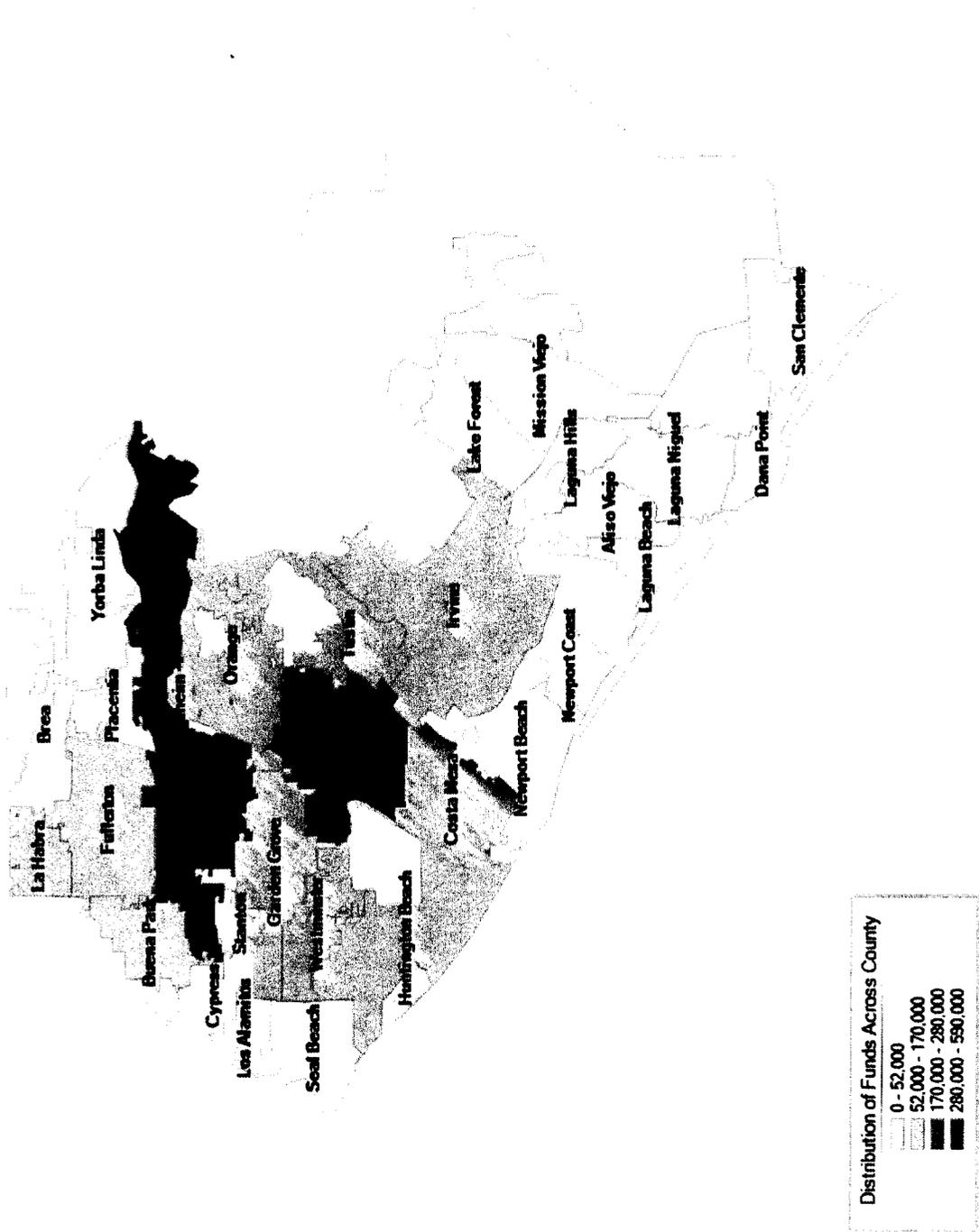


# Map 2. CFCOC Funds Awarded by Client City of Residence (Healthy Children)



# Map 3. CFCOC Funds Awarded by Client City of Residence (Strong Families)

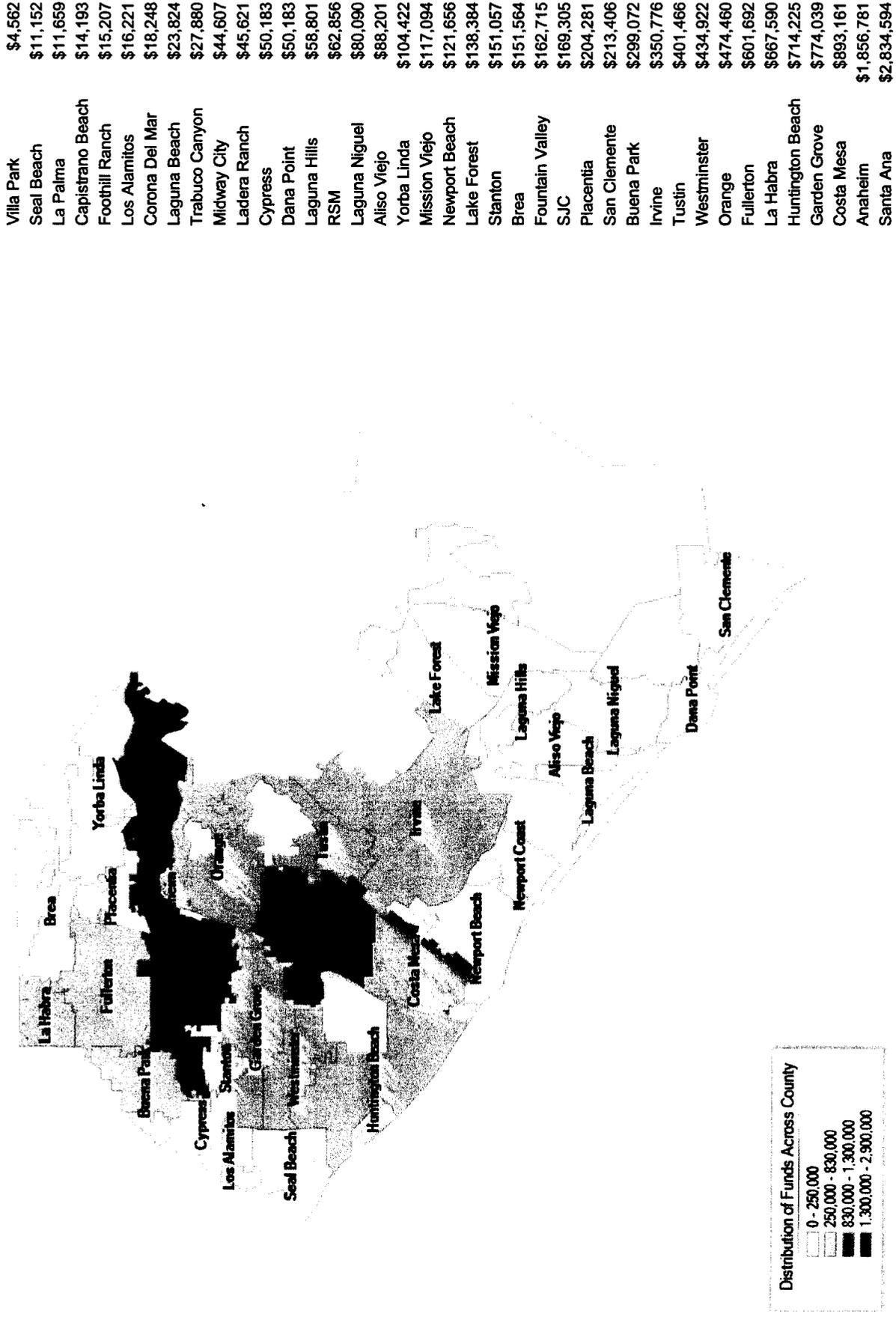
Villa Park	\$939
Seal Beach	\$2,295
La Palma	\$2,400
Capistrano Beach	\$2,922
Foothill Ranch	\$3,130
Los Alamitos	\$3,339
Corona Del Mar	\$3,757
Laguna Beach	\$4,904
Trabuco Canyon	\$5,739
Midway City	\$9,183
Ladera Ranch	\$9,391
Cypress	\$10,330
Dana Point	\$10,330
Laguna Hills	\$12,104
RSM	\$12,939
Laguna Niguel	\$16,487
Aliso Viejo	\$18,156
Newport Beach	\$25,043
Yorba Linda	\$21,496
Mission Viejo	\$24,104
Lake Forest	\$28,487
Stanton	\$31,095
Brea	\$31,200
Fountain Valley	\$33,495
SJC	\$34,852
Placentia	\$42,052
San Clemente	\$43,930
Buena Park	\$61,565
Irvine	\$72,208
Tustin	\$82,643
Westminster	\$89,530
Orange	\$97,252
Fullerton	\$123,860
La Habra	\$137,425
Huntington Beach	\$147,025
Garden Grove	\$159,338
Costa Mesa	\$183,860
Anaheim	\$382,223
Santa Ana	\$583,509



**Distribution of Funds Across County**

- 0 - 52,000
- 52,000 - 170,000
- 170,000 - 280,000
- 280,000 - 580,000

# Map 4. CFCOC Funds Awarded by Client City of Residence (Ready to Learn)





## Early Literacy Assessment Program Summary

1. **Everyday Literacy for Families (ELF)** - Informs and engages parents in supporting literacy learning for young children, using everyday, authentic literacy strategies.
2. **Home-Based Activities Building Language Acquisition (HABLA)** -Designed to increase the school readiness of disadvantaged Latino children by improving their language and literacy experiences in the home.
3. **Home-Based Early Literacy Parent Events (HABLA)** - Provides parent-hosted events that offer educator-led school readiness skill development strategies for the home to foster confidence in parents in their role as the first teacher of their children.
4. **Latino Family Literacy** - Provides training for teachers who work with Latino parents and their children in building a regular family reading routine and developing strong English-Language skills.
5. **Parent Institute for Quality Education (PIQE)** - Improves children's school readiness by increasing parental engagement and knowledge of the education system.
6. **Raising A Reader** - Designed to foster healthy brain development, parent-child bonding and early literacy skills critical for school success by engaging parents in a routine of daily "book cuddling" with their young children.
7. **Parents and Children Together (PaCT)** - Provides training and support to parents to help them serve as teachers in the family, identify how their child learns best, and to provide parent interaction with their children in a classroom with teacher support.
8. **AVANCE Family Support and Education Program** - Provides parent education and support programs, including early literacy, to strengthen families.
9. **Project FLAME (Family Literacy, Aprendiendo, Mejorando, Educando)** -School-based program for limited English proficient families designed to enhance the home literacy environment and improve parent-school relationships.
10. **Home Instruction for Parents of Preschool Youngsters (HIPPY)** – Empowers parents as their children's first teachers by giving them the tools, skills and support to work with their children at home.
11. **Virtual Pre-K** - A parent education model designed to strengthen home-school partnerships, engage parents, and encourage the use of technology in education.
12. **MotherRead** - Teaches literacy skills to adults and children using children's books and adult poems/narratives as the basis for instructions.

**Children and Families Commission of Orange County  
Early Literacy Program Assessment Summary**

Attachment 4

November 2008

Program	Program Costs	Currently Implemented in Orange County	Aligned with CA Preschool Expectations	Includes "Best Practices"/ Developmentally-Appropriate Practices	Easily Replicable with Available Resources	Evidence-Based Program	Culturally-Competent	Realistic Time Investment for Families	Program Flexibility	Includes Home-Based Strategies
Everyday Literacy for Families (ELF)	\$\$	YES	✓	✓	✓	⊙	✓	✓	✓	✓
HABLA	\$\$\$	YES	✓	✓	NA	⊙	✓	⊙	NA	✓
Home-Based Early Literacy Parent Events	\$	YES	⊙	✓	✓	☒	✓	✓	✓	✓
Latino Family Literacy	\$\$	YES	✓	✓	⊙	⊙	✓	⊙	⊙	✓
PIQE	\$	NA	✓	✓	⊙	✓	✓	☒	⊙	☒
Raising A Reader	\$	YES	✓	✓	✓	✓	✓	✓	✓	✓
PACT	NA	YES	✓	✓	NA	NA	NA	⊙	NA	✓
AVANCE	NA	No	✓	✓	NA	✓	✓	⊙	NA	✓
Project FLAME	\$	No	✓	✓	⊙	✓	✓	✓	✓	✓
HIPPY	\$\$\$	No	✓	✓	⊙	✓	✓	⊙	⊙	✓
Virtual Pre-K	\$	No	✓	✓	✓	NA	NA	✓	✓	✓
MotherRead	\$	NA	✓	✓	NA	✓	NA	✓	⊙	✓

✓ = Meets Criteria  
 \$ - Under \$200 per child/family  
 TBD = Information Unknown/to be determined

⊙ = Partially Meets Criteria  
 \$\$ - \$200-\$500 per child/family

☒ = Does Not Meet Criteria  
 \$\$\$ - Above \$500 per child/family

**CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY**

**RESOLUTION NO. \_\_\_-08-C&FC**

**December 3, 2008**

**A RESOLUTION OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY DIRECTING THE EXECUTIVE DIRECTOR OR DESIGNEE TO PREPARE AND NEGOTIATE AGREEMENT NO. C-261 WITH KRISTEN THOMPSON; AND MAKING CERTAIN FINDINGS IN CONNECTION THEREWITH**

**WHEREAS**, in order to facilitate the creation and implementation of an integrated, comprehensive, and collaborative system of information and services to enhance optimal early childhood development, the legislature adopted legislation set forth in the California Children and Families Act of 1998, Health and Safety Code Section 130100, *et seq.* (as amended, the "Act") implementing the Children and Families First Initiative passed by the California electorate in November, 1998 and establishing the California Children and Families Commission and County Children and Families Commissions, including this Children and Families Commission of Orange County ("Commission"); and

**WHEREAS**, Commission adopted its Strategic Plan to define how funds authorized under the Act and allocated to the Commission should best be used to meet the critical needs of Orange County's children prenatal to five years of age as codified in the Act; and

**WHEREAS**, the Executive Director and Commission Counsel have prepared a standard Master Agreement for Consulting/Professional Services ("Master Agreement"), which was approved by the Commission; and

**WHEREAS**, the Commission desires to authorize the Executive Director or designee to prepare and negotiate Agreement No. C-261 with Kristen Thompson, in an amount not to exceed \$200,000 for the term of December 1, 2008 through June 30, 2010 to manage the early learning programs and expansion plan as specified in the December 3, 2008 staff report for this Agenda Item; and

**WHEREAS**, Commission has reviewed the staff report relating to the Scope of Services to be provided and hereby finds and determines that the proposed Agreement is in furtherance of and consistent with the Commission's Strategic Plan; and

**NOW, THEREFORE BE IT RESOLVED BY THE COMMISSIONERS OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY AS FOLLOWS:**

**Section 1** Commission finds and determines the foregoing Recitals are true and correct and are a substantive part of this Resolution.

**Section 2** Commission hereby authorizes the Executive Director or designee to prepare and negotiate the terms, conditions and final form of Agreement C-261 with Kristen Thompson, in an amount not to exceed \$200,000 for the term of December 1, 2008 through June 30, 2010 to manage

the early learning programs and expansion plan consistent with the December 3, 2008 staff report and scope of services referenced therein; and

**Section 3** The form of Agreement C-261 with Kristen Thompson shall be substantially similar to the form of the standard Master Agreement, subject to minor, non-substantive revisions as reviewed and approved by the Executive Director or designee. The approval by the Executive Director of Agreement C-261 shall be conclusively evidenced by the execution and delivery of the Agreement by the Commission Chair to the Commission Clerk.

**Section 4** Commission hereby approves Agreement No. C-261 with Kristen Thompson to manage the early learning programs and expansion plan as specified in the December 3, 2008 staff report for this Agenda Item.

**Section 5** The Commission Chair and the Clerk of the Commission are hereby authorized to execute and attest, respectively, Agreement C-261 on behalf of the Commission.

**Section 6** A copy of the final Agreement C-261 with Kristen Thompson, when executed by the Commission Chair and attested by the Clerk of the Commission shall be appended hereto as a part of Exhibit A to this Resolution. Exhibit A is hereby fully incorporated as a part of this Resolution by this reference and made a part hereof. The final executed Agreement shall be placed on file in the office of the Clerk of the Commission.

**Section 7** In addition to the authorization of Section 2 above, the Executive Director (or his designee) is hereby authorized, on behalf of the Commission, (i) to sign all documents necessary and appropriate to carry out and implement the Service Agreement, (ii) to cause the issuance of warrants, (iii) to administer the Commission's obligations, responsibilities, and duties to be performed under such agreement, and (iv) during the term thereof to provide waivers, administrative interpretations, and minor modifications of the provisions of such agreement in the furtherance thereof.

**Section 8** The Clerk of the Commission shall certify to the adoption of this Resolution.



**EXHIBIT A TO RESOLUTION OF COMMISSION**

(Attach copy of final executed Agreement No. C-261 with Kristen Thompson)