

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Children, Families, and Elder Affairs

BILL: SB 1156
INTRODUCER: Senator Braynon
SUBJECT: Children's Initiatives
DATE: February 10, 2020 REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Preston	Hendon	CF	Pre-meeting
2.			AHS	
3.			AP	

I. Summary:

SB 1156 requires the Department of Children and Families (DCF or department) to contract with a not-for-profit corporation in the amount of \$500,000 per year per designated children's initiative site. The funding is to be used to support each site's respective efforts to implement a community-based service network to develop, coordinate, and provide quality education, accessible health care, youth development programs, opportunities for employment, and safe and affordable housing for children and families living within each site's respective boundaries.

The bill also eliminates the current role of the Ounce of Prevention Fund to work collaboratively with the governing board and to develop a business plan, evaluate, and provide fiscal management and oversight of the initiatives.

The bill will have a fiscal impact on the state and has an effective date of July 1, 2020.

II. Present Situation:

Harlem Children's Zone

The Harlem Children's Zone (HCZ) began in 1970 as an organization working with young children and their families as the city's first truancy-prevention program.¹ In the early 1990s, the HCZ ran a pilot project that brought a range of support services to a single block. The idea was to address all the problems that poor families were facing including crumbling apartments, failing schools, violent crime, and chronic health problems.²

¹ Harlem Children's Zone, available at <http://www.hcz.org/index.php/about-us/history/> (last visited February 7, 2020). The organization was then known as the Rheedlen Centers for Children and Families.

² *Id.*

Believing that for children to do well, their families have to do well, and for families to do well, their community must do well, the HCZ works to strengthen families as well as empowering them to have a positive impact on their children's development. The two fundamental principles of the HCZ are to help kids in a sustained way, starting as early in their lives as possible, and to create a critical mass of adults around them who understand what it takes to help children succeed.³

The HCZ Project began as a one-block pilot in the 1990s, then following a 10-year business plan to ensure its best-practice programs were operating as planned, it expanded to 24 blocks, then 60 blocks, then ultimately 97 blocks. The HCZ became a model among nonprofits that began carefully evaluating and tracking the results of their work. Those evaluation results enabled staff to see if programs were achieving their objectives and to take corrective actions if they were not.⁴

Children's Zones in Florida

Using the Harlem Children's Zone as a model, the Legislature created children's zones in Florida in 2008.⁵ The stated policy and purpose for the zones was:

It is the policy of this state to provide the necessary means to assist local communities, the children and families who live in those communities, and the private sector in creating a sound educational, social, and economic environment. To achieve this objective, the state intends to provide investments sufficient to encourage community partners to commit financial and other resources to severely disadvantaged areas. The purpose of this section is to establish a process that clearly identifies the severely disadvantaged areas and provides guidance for developing a new social service paradigm that systematically coordinates programs that address the critical needs of children and their families and for directing efforts to rebuild the basic infrastructure of the community. The Legislature, therefore, declares the creation of children's zones, through the collaborative efforts of government and the private sector, to be a public purpose.⁶

The 2008 legislation and the amending 2009 legislation relating to children's initiatives also contained the following provisions:⁷

³ Harlem Children's Zone, available at <https://hcz.org/about-us/> (last visited February 7, 2020).

⁴ *Id.*

⁵ Chapter 2008-96, Laws of Fla. In 2009, the term "children's zone" was changed to "children's initiative." Shortly after the 2008 legislation was signed into law, the HCZ notified the Florida Legislature that they had trademarked the term "children's zone" and the state was no longer able to use the term. Chapter 2009-43, Laws of Fla.

⁶ *Id.*

⁷ Section 409.147, F.S., provides that a county or municipality or other designated area may apply to the Ounce of Prevention Fund of Florida to designate an area as a children's initiative. The area must first adopt a resolution stating that the area has issues related to poverty, that changes are necessary for the area to improve, and that resources are necessary for revitalization of the area. The county or municipality must then establish a children's initiative planning team and develop and adopt a strategic community plan. Once a county or municipality has completed these steps, they must create a not-for-profit corporation to facilitate fundraising and secure broad community ownership of the children's initiative. The Ounce is a private, nonprofit corporation dedicated to shaping prevention policy and investing in innovative prevention programs that provide measurable benefits to Florida's children, families and communities.

Created a nominating process for areas within communities to be designated as children's zones and provided for the creation of a planning team, a strategic community plan, and focus areas to be included in the plan;

Required the creation of a not for profit corporation to implement and govern a designated children's zone;

Created a ten-year project within the Liberty City neighborhood in Miami to be known as the Miami Children's Initiative (MCI); and

Required the Department of Children and Families (DCF or department) to contract with an existing private nonprofit corporation, incorporated for certain specified purposes, to implement the newly created Miami Children's Initiative.⁸

Florida children's initiatives were created to assist disadvantaged areas within the state in creating a community-based service network that develops, coordinates, and provides quality education, accessible health care, youth development programs, opportunities for employment, and safe and affordable housing for children and families living within its boundaries. There are currently five Florida children's initiatives that have been recognized in statute:

The Miami Children's Initiative, Inc.

The New Town Success Zone in Jacksonville.

The Parramore Kidz Zone in Orlando.

The Tampa Sulphur Springs Neighborhood of Promise Success Zone.

The Overtown Children and Youth Coalition in Miami.⁹

Current law also requires the department to contract with a not-for-profit to work in collaboration with the governing body of an initiative to adopt the required resolution, to establish the planning team, and to develop and adopt the strategic community plan. The not-for-profit corporation is also responsible for the development of a business plan and for the evaluation, fiscal management, and oversight.¹⁰ The 2008 Florida Legislature assigned The Ounce of Prevention Fund of Florida (Ounce) the responsibility for reviewing and approving requests from local municipalities and/or counties to obtain a Children's Initiative designation.

Section 409.147(9), F.S., was enacted in 2009 in order to provide for the implementation of the Miami Children's Initiative.¹¹ At that time an appropriation was provided and the Ounce provided direction and oversight for the project. Proviso language in the 2008-2009 General Appropriations Act (GAA) provided \$3.6 million in non-recurring general revenue funds for the MCI. The Ounce was designated as the agent to develop a business plan and for the evaluation, fiscal management, and oversight of the pilot program. The funds were intended to be used as a grant over a three-year period to carry out activities in the zones.¹² The department developed a three-year non-renewable contract with the Ounce with the first monthly payment being made in August 2008.

⁸ Chapter 2009-43, Laws of Fla.

⁹ Section 409.147, F.S.

¹⁰ *Id.*

¹¹ Chapter 2009-43, Laws of Fla.

¹² Specific Appropriation 345A, General Appropriations Act of 2008, 2008-152 Laws of Fla.

Miami Children's Initiative

The idea for the Miami Children's Initiative dates back to 2006, when a group of Liberty City community leaders, local politicians and residents came together to try and determine possible solutions to perceived problems in the community. Liberty City was once a thriving neighborhood for many African Americans, but the high concentration of low-income housing projects, the exit of the area's businesses, increased joblessness, low performing schools, growing poverty, crime, juvenile delinquency, drugs and poor health had eroded the quality of life.¹³

Creation of the MCI in 2008 brought residents and local business people, as well as leaders in health care, education and human services, together to begin to formulate the foundation for this community-wide initiative. Today, the initiative has grown to include early childhood programs, K-12 programs, student enrichment and development programs, an asthma initiative, a fresh food co-op, community vegetable gardens and a gym and fitness facility.¹⁴

New Town Success Zone

After a trip in 2007 by city officials to Harlem and a review of a number of Jacksonville neighborhoods, the New Town community was selected by community leadership of Jacksonville in 2008 as the site for a Florida children's initiative. In 2009, a strategic plan was developed and work began on the New Town Success Zone.¹⁵ The initiative's mission is to provide a place-based continuum of services from prenatal to college, the military or some form of postsecondary training for the children and their families living in the neighborhood.¹⁶ In the first five year report to the community, the New Town Success Zone has reported higher FCAT scores, an improvement in school promotion rates, and a reduction in violent crimes, theft and truancy since 2008.¹⁷

Parramore Kidz Zone

The Parramore Kidz Zone (PKZ) was launched by the City of Orlando on July 1, 2006, as part of a comprehensive effort to revitalize Orlando's highest crime, highest poverty neighborhood. The Parramore Kidz Zone replicates some aspects of the Harlem Children's Zone to create positive child-rearing conditions that will result in lower teen pregnancy rates, improved school performance, and decreased juvenile crime and child abuse rates. The Parramore Kidz Zone was implemented by a coalition of nonprofit organizations and neighborhood residents and was designated by the Ounce as a Florida children's initiative in June 2009.¹⁸ The initiative was designed to invest in those things that make a difference in children's lives, such as quality early

¹³ Miami Children's Initiative, available at: <http://www.iamlibertycity.org/> (last visited February 8, 2020).

¹⁴ Miami Children's Initiative, available at: <http://www.iamlibertycity.org/our-work/our-work/> (last visited February 8, 2020).

¹⁵ The New Town Success Zone, available at: <http://ntszjax.org/about-us/>. Also see: New Town Success Zone Five Years Later, available at: <http://www.metrojacksonville.com/article/2013-may-new-town-success-zone-five-years-later> (last visited February 8, 2020).

¹⁶ *Id.*

¹⁷ New Town Success Zone, Five Year Report to the Community, available at: https://issuu.com/jermynshannonel/docs/newtown_5yr_report (last visited February 8, 2020)

¹⁸ The Ounce of Prevention Fund of Florida, Parramore Kidz Zone, available at: https://www.ounce.org/fci_communities.html (last visited February 8, 2020).

childhood education, after school programs, programs that build family economic success, youth development programs for teenagers, access to health care, and mentoring.¹⁹

Since 2006, program evaluators have documented a 61% decline in juvenile arrests, a 56% decline in teen pregnancies, and a 38% decline in child abuse cases in the neighborhood since PKZ started, as well as across-the-board increases in the percentage of elementary, middle and high school students performing at grade level in math and reading. Every year the number of Parramore youth who attend college increases. Today, 70 PKZ youth are in college, all of whom are the first generation in their families to attend.²⁰

Tampa Sulphur Springs Neighborhood of Promise Success Zone (SSNOP)

The Sulphur Springs Neighborhood of Promise (SSNOP) is a collaborative effort of residents, educators, service providers, government agencies, business leaders and funding partners who have joined together to implement an educational program in which children thrive academically. The goals are to create a culture that promotes the caring, nurturing and successful education of children and to offer support services for the family and community in positive and productive settings.

The SSNOP community initiative strives to provide a child-focused educational delivery system that is family-friendly and easily accessible within the neighborhood.²¹

In 2018 the Tampa Sulphur Springs Neighborhood of Promise Success Zone was codified.²² The SSNOP was already in existence and had been designated by the Ounce of Prevention Fund as a Florida children's initiative as required by law.²³

Overtown Children and Youth Coalition

In the fall of 2012, the Overtown Children and Youth Coalition (OCYC) was formed by the anchoring community based non-profit organizations in the Overtown Community. Within a few months several other stakeholders joined forces and began to work together under the umbrella of the Overtown Children and Youth Coalition. Establishing the OCYC was a groundbreaking step toward addressing the needs of Overtown's children in a more holistic manner, a focus designed to move away from the service based structure that addressed needs in siloes and towards a collective impact and systems-level approach.²⁴

The Overtown Children and Youth Coalition serves Miami's Overtown neighborhood, an area where children and families face extreme levels of poverty, low academic achievement and health disparities. Intensive rehabilitation and redevelopment are necessary to improve the

¹⁹ City of Orlando, Parramore Kidz Zone, available at: <http://www.cityoforlando.net/parramorekidzzone/> (last visited February 8, 2020).

²⁰ *Id.*

²¹ Tampa Sulphur Springs Neighborhood of Promise Success Zone, About Us, available at: <http://www.ssnop.org/about-us-1> (Last visited February 8, 2020)

²² Chapter 2018-148, L.O.F.

²³ Section 409.147, F.S.

²⁴ Overtown Children and Youth Coalition, available at: <https://overtowncyc.org/> (Last visited February 8, 2020).

health, well-being and livelihood of children living there. The Overtown Children and Youth Coalition is a group of professionals, institutions, government officials, residents and youth charged with implementing the Children and Youth Master Plan to improve outcomes for all of Overtown's children.²⁵

The Coalition charged itself with three distinct responsibilities:

Create a shared vision for community-wide action that promotes excellence, empowerment, economic growth and success for all Overtown children and youth.

Prepare an application to become Florida's fourth Children's Initiative; and

Develop a pipeline of integrated high-quality pathways for youth to succeed from birth through college.

In 2018 the Overtown Children and Youth Coalition was codified.²⁶ The Coalition was already in existence and had been designated by the Ounce of Prevention Fund as a Florida children's initiative as required by law.²⁷

III. Effect of Proposed Changes:

Section 1 amends s. 409.147, F.S., related to children's initiatives, to require the department to contract with a not-for-profit corporation in the amount of \$500,000 per year per designated children's initiative site. The funding is to be used to support each site's respective efforts to implement a community-based service network to develop, coordinate, and provide quality education, accessible health care, youth development programs, opportunities for employment, and safe and affordable housing for children and families living within each site's respective boundaries.

The bill also eliminates the current role of the Ounce of Prevention Fund to work collaboratively with the governing board and to develop a business plan, evaluate, and provide fiscal management and oversight of the initiatives.

Section 2 provides an effective date of July 1, 2020.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

²⁵ *Id.*

²⁶ Chapter 2018-148, L.O.F.

²⁷ Section 409.147, F.S.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The bill requires the department to contract with a not-for-profit corporation in the amount of \$500,000 annually for each designated children's initiative. There are five designated initiatives for a total cost of \$2.5M annually. The bill does not identify a funding source.

VI. Technical Deficiencies:

The bill requires the department to contract with a not-for-profit for a specified annual amount to support each site's respective efforts to implement a community-based service network to develop, coordinate, and provide quality education, accessible health care, youth development programs, opportunities for employment, and safe and affordable housing for children and families living within each site's respective boundaries.

The 2008 Florida Legislature assigned the Ounce the responsibility for reviewing and approving requests from local municipalities and/or counties to obtain a Children's Initiative designation. The Ounce was also required to provide fiscal management and oversight for the initiatives.

It is unclear whether these functions would be performed by the not-for-profit with whom the department contracts.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends s. 409.147 of the Florida Statutes.

IX. Additional Information:

- A. **Committee Substitute – Statement of Changes:**
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

- B. **Amendments:**

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.
