

MEMORANDUM REPORT

April 30, 1998

TO: Health and Human Services Committee

FROM: Jennifer Kimball, Research Assistant 
Office of Legislative Oversight

SUBJECT: *OLO Budget Project: Funding Profile of the Linkages to Learning Program*

In March, the Council amended the Office of Legislative Oversight's FY 98 Work Program to add projects related to the Council's review of agency FY 99 budget requests. This budget project profiles the funding and services of the Linkages to Learning program.

Linkages to Learning is a collaborative program primarily funded by the Montgomery County Department of Health and Human Services' Children, Youth and Family Services. As of January 1998, the Linkages to Learning program is administratively located in the Child and Adolescent Services area. The Linkages to Learning 1997 Annual Report describes Linkages as:

... a collaborative effort among the Montgomery County Department of Health and Human Services (DHHS), Montgomery County Public Schools (MCPS), private agencies, local businesses, community groups and volunteers, to address the social, emotional, educational and health problems that interfere with children's abilities to succeed in school, at home and in the community by providing school based health and human services.

This memorandum report reviews Linkages to Learning in its broader context as an inter-agency effort: It examines the funding and services provided by the County's Department of Health and Human Services, other County Government offices, Montgomery County Public Schools, the State and Federal governments, the City of Gaithersburg, businesses, foundations, and non-profit organizations. It includes detailed descriptions of each Linkages to Learning site, as well as an overview of the full program funding.

The memorandum report is organized into four parts:

- **Part I** provides an overview of the Linkages to Learning program, including the sites, services, staff, and facilities;
- **Part II** summarizes the Linkages to Learning program funding;
- **Part III** reviews the services and funding at each Linkages site; and
- **Part IV** (page 34) summarizes OLO's findings.

Part I. Overview

A. Sites

As of the 1997-98 school year, the Linkages to Learning program operates at seven Montgomery County public schools: Broad Acres Elementary School, Gaithersburg Middle School, Greencastle Elementary School, Harmony Hills Elementary School, Highland Elementary School, the Mark Twain School, and Summit Hall Elementary School.

The Linkages program varies across the sites due to varying implementation dates and inconsistent funding levels. The Broad Acres and Harmony Hills Elementary School sites include School Based Health Centers that provide primary health care services.

Rocking Horse Road Center - DHHS lists the Rocking Horse Road Center as a Linkages to Learning site. This memo does not review the funding or services at Rocking Horse Road because the only Linkages services currently available there are health services related to the International Student Center.

MCPS enrolls international students at the Rocking Horse Road Center's International Student Center. School Health Services staff provide immunizations and other health services to students enrolling at the Center. Before FY 98, DHHS also assigned a community services aide to the Rocking Horse Road Center to help families access social services. The community services aide identified the needed resources and where the families could go for assistance, but did not provide on-going assistance or follow-up. Due to recent changes in the welfare system and immigration laws, the demand for this assistance decreased. As a result, DHHS relocated the aide to another Linkages site in FY 98.

B. Direct Services

The basic services provided through Linkages to Learning include case management services, mental health services, and health services. Some sites supplement the basic services with after-school programs, summer family activities, child care, and/or parent classes. Not all services and activities currently exist at all sites.

The services offered depend on the resources available at the site and the needs of the students and their families. Part III of this report (pages 13 through 33) describes the services available at each Linkages to Learning site in detail.

All students enrolled at one of these schools are eligible to receive the Linkages services offered at that school. Other members of an eligible student's family can also receive social and mental health services at the Linkages to Learning site. Primary health services at the two School Based Health Centers, however, are limited to the students enrolled at Broad Acres and Harmony Hills.

1. Case Management Services - Case managers and community services aides provide the case management component of the Linkages program. They meet with children and families who are referred by school staff or hear about Linkages through word of mouth. The case managers assess family needs and help them access needed resources, such as housing, employment, and child care. The case manager remains in contact with the child/family and follows up on further needs.
2. Mental Health Services - Mental health professionals provide direct intervention via individual child counseling, individual adult counseling, family therapy, and group therapy. They also implement prevention programs/activities and consult with teachers and other school staff.
3. School Health Services - Health is a critical component of the Linkages model, but the students at five of the seven Linkages sites do not receive school health services over and above those available to other MCPS students through DHHS' School Health Services program. At the two Linkages sites with School Based Health Centers (Broad Acres and Harmony Hills Elementary schools), the students can access additional health services.

This school year, all Linkages schools have Health Room Technicians assigned for six hours each school day. The School Community Health Nurses assigned to Linkages sites without School Based Health Centers also serve three additional schools. The Linkages team at each site tries to schedule their team meetings on days that the nurse is available.

4. Additional Linkages to Learning Activities/Services - Some of the Linkages to Learning sites provide a variety of other services for students and parents, such as parenting skills classes, literacy classes, after-school activities, women's empowerment

groups, and summer family events. The services/activities planned at each site depend on the needs of the community and the staff and resources available. The Linkages staff works with community groups and volunteers to plan and implement these additional activities.

C. Staff

The resources available and the needs of the students and community determine staffing levels at Linkages sites. The following staff generally provide the Linkages services at the schools.

1. Case Manager - Case managers provide the case management services in the school. They usually have a masters degree in social work or a related field. The case managers serve as the site coordinator at each school. In FY 98, all seven sites have a case manager. At three of these schools, the case managers work part-time.
2. Mental Health Therapist - The therapist provides mental health services in the school. In FY 98, Linkages funds mental health staff services at five sites. The hours of service funded per site range from 15 hours to 53 hours per week.
3. Community Services Aide - Depending on their qualifications, the community services aide either assists case managers or provides case management services directly. Four of the Linkages sites have a part-time (15-20 hours per week) community services aide on staff.
4. Master of Social Work Interns - Master of social work students serve as interns at four Linkages to Learning sites, under the supervision of a licensed social worker. The interns are not paid, but receive graduate school class credit.
5. School Community Health Nurse - The nurses provide case management services to Linkages students and families, serve as the health professional on the Linkages to Learning team at the school, and help link families to health care programs and community resources.
6. Physician and Nurse Practitioner - At the two sites with School Based Health Centers, nurse practitioners and consulting physicians provide health care services to children enrolled in the school.

Each Linkages site has a team that collaborates to provide services to the students and their families. The team members vary from site to site, but typically include the case manager, community services aide, mental health therapist, school nurse, social work interns, and the school guidance counselor. The Broad Acres Elementary School Linkages Team also includes a parent outreach representative. The teams meet from one to four times per month to discuss the students and families served.

D. Facilities

The space available for Linkages services and programs varies from site to site. Table 1 briefly describes the space at each site. Montgomery County Public Schools (MCPS) provides office space in five of the seven Linkages to Learning sites as an in-kind contribution to the program. MCPS also cleans and maintains the space in the schools. DHHS pays for the furniture and equipment at the Linkages sites, including phone service. Some furniture and equipment is donated.

Table 1: Linkages to Learning Facility Descriptions

| Site | Square Footage (feet) | Space Description |
|---------------------------------|-----------------------|---|
| Broad Acres Elementary School | 2,592 | modular unit with a waiting room, a conference room, a classroom, two examination rooms, five offices, and rest rooms |
| Gaithersburg Middle School | 800 | one classroom that is shared with a MCPS program |
| Greencastle Elementary School | 400 | one office |
| Harmony Hills Elementary School | 950 | stage in the multi-purpose room (health services) and a trailer with two offices, a waiting area and a desk (social and mental health services) |
| Highland Elementary School | 1,200 | four offices, a waiting room, a bathroom, and storage closet |
| Mark Twain School | 100 | one office |
| Summit Hall Elementary School | 700 | four offices |

At Broad Acres Elementary School, Linkages staff provide services in a free-standing modular facility connected to the school by an enclosed walkway. DHHS constructed this modular facility for the School Based Health Center with \$112,000 of State school construction funds and \$400,000 of Community Development Block Grant funds.

This year, the School Based Health Center at Harmony Hills Elementary School operates on the stage in the school's multi-purpose room. MCPS provides that space as an in-kind contribution. DHHS rents a trailer located adjacent to the school building, for \$4,200 annually, to house the social and mental health services staff at Harmony Hills.

MCPS will modernize the Harmony Hills Elementary School during the 1998-99 school year. During modernization, Linkages staff will provide some services in the holding school and other services at a neighborhood church. The Executive's

Recommended FY 99 budget includes \$37,000 for renovations to prepare the holding school for Linkages services. The modernized Harmony Hills school will include designated space for Linkages to Learning. DHHS and MCPS propose to fund the Linkages space at the modernized Harmony Hills school with \$150,000 of State school construction funds and \$150,000 of County funds (Executive's Recommended FY 99 budget).

Part II. Linkages to Learning Funding

This section reviews the Linkages to Learning program funding. A detailed description of the funding for each Linkages site begins on page 13.

Scope of OLO Funding Analysis. OLO's analysis reviews the budget of the Linkages to Learning program, including dollars provided by the County's Department of Health and Human Services, other County Government offices, Montgomery County Public Schools, the State and Federal governments, the City of Gaithersburg, businesses, foundations, and non-profit organizations.

The resources reviewed include only the costs of program administration and direct services that are tracked by Linkages staff. In some cases, service providers and others contribute time and effort at no cost to the Linkages program. In addition, some community organizations and individuals donate items such as craft supplies or food to the Linkages program. Linkages staff do not track or quantify the cost of these donations.

The dollar amounts OLO analyzed represent the incremental costs of the Linkages to Learning program. The analysis does not include costs that the County would incur absent the Linkages program. For example, DHHS assigns School Community Health Nurse and Health Room Technician time to each County school, whether or not the Linkages program operates at the school. Unlike the other Linkages to Learning staff, the nurse and technician provide services to all the students in the school, not just the students who receive Linkages services. As a result, this analysis does not attribute the cost of the nurse and technician to the Linkages program.

DHHS assigned a full-time nurse to staff the School Based Health Centers at the Harmony Hills and Broad Acres sites. If the Linkages program and the School Based Health Centers did not exist at these two schools, DHHS would not have assigned full-time nurses to the sites. Most other Montgomery County schools share a nurse with other schools, with the nurse on site at each school a portion of the week.

The personnel dollars presented throughout this memorandum include pay and benefits. The FY 99 proposed budget for personnel do not include the cost of FY 99 pay adjustments; the County budgets separately for pay adjustments in a non-departmental account. The dollars in this analysis also do not include inflationary adjustments that may be applied to contracts in FY 99.

Overview of Fiscal Year 1998 and 1999 Funding. Table 2 shows the total Linkages to Learning budget in FY 98 and FY 99. The budget, including all funding sources, in FY 98 totals \$868,105. Of the total, 80 percent funds direct services at Linkages sites and 20 percent funds program administration (including personnel and operating expenses). The anticipated program funding in FY 99 totals \$936,373. The proposed FY 99 budget is 73 percent direct services and 27 percent administration.

The proposed FY 99 budget for Linkages represents an eight percent (\$68,268) increase from FY 98. The proposed FY 99 budget increases the administrative budget by \$80,080 (46%); and reduces the budget for direct services by \$11,812 (2%).

The rest of this chapter examines the FY 98 and proposed FY 99 Linkages to Learning program budget. The analysis begins with FY 98; the explanation of the proposed FY 99 budget begins on page 10.

Table 2: Linkages to Learning Funding - FY 98 Budgeted and FY 99 Proposed

| | FY 98 Budgeted | FY 99 Proposed | Change from FY 98 to FY 99 \$/% |
|----------------|---------------------------|---------------------------|--|
| Administration | \$174,133 | \$254,213 | \$80,080 (+46%) |
| Direct Service | \$693,972 | \$682,160 | \$11,812 (-2%) |
| Total | \$868,105 | \$936,373 | \$68,282 (+8%) |

A. FY 98 Budget

1. FY 98 Funding Sources

Linkages to Learning funds come from a variety of public and private sources. In FY 98, DHHS funds 56 percent of the total program budget (see Table 3, page 7a). Other sources fund the remaining 44 percent.

Table 4 (page 7b) identifies the other funding sources in FY 98. In sum, out of the total FY 98 Linkages budget:

- Robert Wood Johnson Foundation funds 12%;
- State of Maryland funds 14%;
- US Department of Education funds 10%; and
- twelve other sources (including private agencies, MCPS, the Montgomery County Office of Community Use of Public Facilities, and the City of Gaithersburg) each fund less than 3% of the total Linkages budget in FY 98.

Table 3

What Proportion of total Linkages to Learning funding does DHHS provide in FY 98?

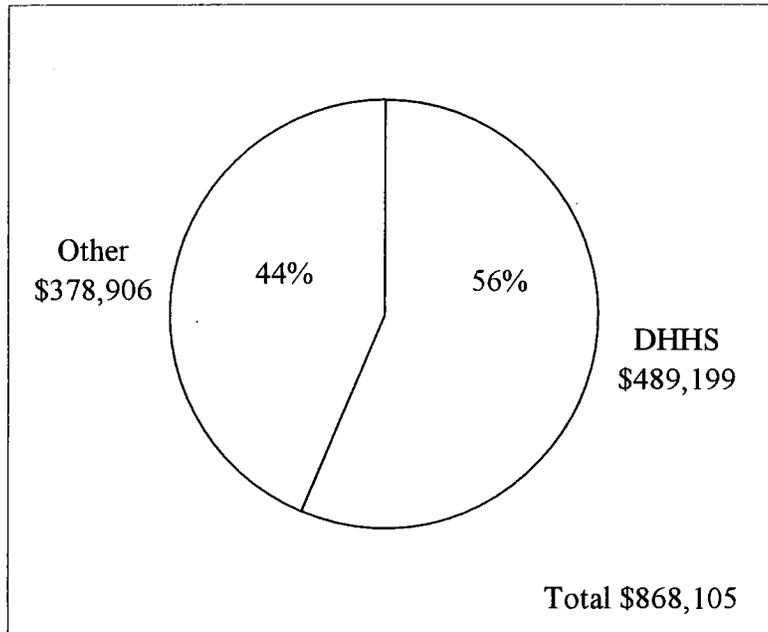
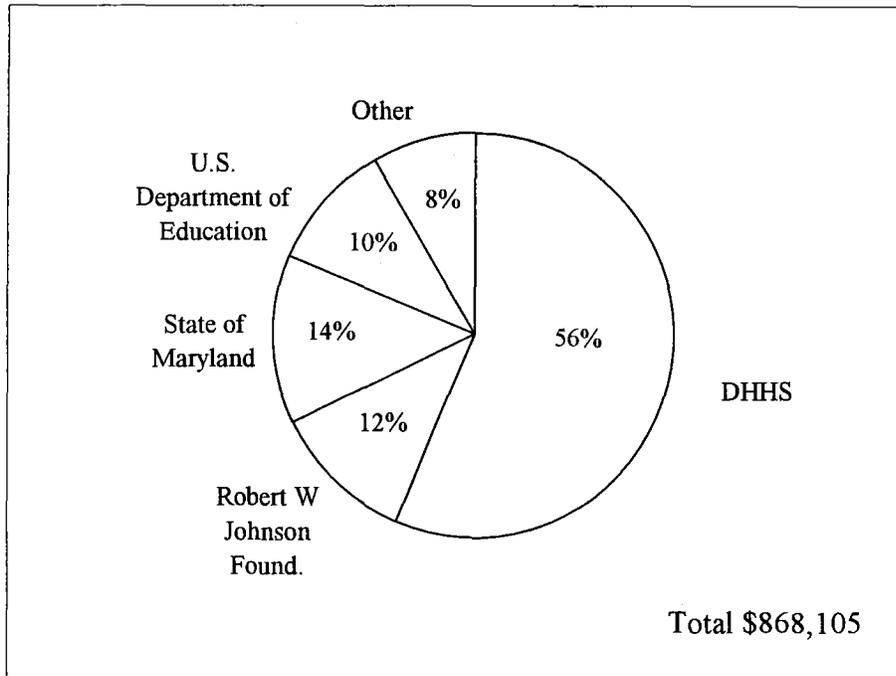


Table 4

What is the funding profile of the total Linkages to Learning program in FY 98?

| Funding Source | Amount | Percent of Total |
|--|-------------------|-------------------------|
| DHHS | \$ 489,199 | 56.4% |
| Robert Wood Johnson Foundation | \$ 100,000 | 11.5% |
| State of Maryland | \$ 117,725 | 13.6% |
| U.S. Department of Education | \$ 87,841 | 10.1% |
| MCPS | \$ 24,000 | 2.8% |
| GUIDE | \$ 19,490 | 2.2% |
| City of Gaithersburg | \$ 14,500 | 1.7% |
| Montgomery County Prevention Coalition | \$ 4,000 | 0.5% |
| Montgomery County Community Foundation | \$ 2,500 | 0.3% |
| Mental Health Association | \$ 2,500 | 0.3% |
| Office of Community Use of Public Facilities | \$ 2,250 | 0.3% |
| Other ¹ | \$ 2,500 | 0.3% |
| Bloomingdale's Benefit | \$ 1,600 | 0.2% |
| Total | \$ 868,105 | 100% |

¹ Includes St. Matthews Presbyterian Church, Montgomery County Arts Center, St. Sophia's Greek Orthodox Church, and Wheaton Presbyterian Church



While the Robert Wood Johnson, State of Maryland, and US Department of Education funds make up the majority of the non-DHHS funding, they only fund services at three of the seven sites (Broad Acres Elementary School, Harmony Hills Elementary School, and the Mark Twain School). The Maryland Systems Reform Initiative funds the entire Linkages program at Mark Twain. The Maryland Department of Education funds some of the mental health services at Broad Acres, Gaithersburg Middle and Harmony Hills.

The US Department of Education funds case management and mental health services at Broad Acres. The Robert Wood Johnson Foundation grant funds the physician and nurse practitioner at the Broad Acres and Harmony Hills School Based Health Centers. (These are the only two schools with School Based Health Centers.)

2. FY 98 Administrative Budget

In FY 98, the Linkages' administrative budget totals \$174,133 or approximately 20 percent of the total Linkages to Learning program budget. In FY 98, DHHS funds \$151,800, or 89 percent, of the administrative budget. Table 5 shows how Linkages staff allocate administrative funds. The administrative budget includes a \$17,210 fund to provide direct services. (The proposed FY 99 changes in the administrative budget are described at page 11.)

Table 5: Linkages to Learning Administrative Budget - FY 98 and FY 99 Proposed

| | FY 98 Budgeted | FY 99 Proposed | Change from FY 98 to FY 99 \$/% |
|----------------------------------|---------------------------|---------------------------|--|
| Personnel | \$134,923 | \$157,598 | \$22,675 (+17%) |
| General Operating | \$17,000 | \$79,405 | \$62,405 (+368%) |
| Contractual Services | \$5,000 | \$0 | -\$5,000 (-100%) |
| Flex Fund for Client Services | \$17,210 | \$17,210 | No change |
| Total | \$174,133 | \$254,213 | \$80,080 (+46%) |

The administrative personnel budget totals \$134,923 in FY 98. DHHS budgeted \$112,598 for two program managers (39 hr./wk and 20 hr./wk) and one program specialist (14 hr./wk). The FY 98 budget also includes a volunteer coordinator from the Volunteer Maryland program. A \$15,225 stipend from the State of Maryland and a \$3,100 DHHS mini-grant funds that position. Linkages to Learning staff also received a \$4,000 grant from the Montgomery County Prevention Coalition to contract for a supervisor for the volunteer coordinator.

The Linkages to Learning general operating budget totaled \$17,000 in FY 98. These funds paid for office supplies, printing/copying, travel, staff development, automation, and trailer rental at the Harmony Hills Linkages site. Another \$5,000 in contractual services was used to develop a new data collection system for Linkages.

Other units in DHHS absorb other miscellaneous Linkages operating expenses. For example, Linkages staff share paper, office supplies, and other miscellaneous items with Child and Adolescent Services. Linkages staff do not quantify this cost. In addition, DHHS' Administration and Support program pays the cost of Linkages telephone service and the cost of printing the Linkages to Learning Annual Report.

The FY 98 Linkages administration budget includes a \$17,210 Flex Fund for Linkages client services. Linkages staff use these funds to purchase items and services for clients in emergencies. Examples include: medical bills, clothes, school supplies, car repairs and other immediate, relatively low cost needs that the Linkages families cannot afford. DHHS uses funds left over at the end of the school year to fund summer camp scholarships.

Linkages to Learning staff also set up an Expendable Trust Account to collect donations from the community. Linkages staff use the account to deposit donations from local organizations, such as the Calvert Group, DCide Inc., and local churches. Linkage staff use the donations throughout the year to, for example, buy winter coats or take children on weekend field trips. As of April 1998, the Expendable Trust Account contained \$5,500.

3. FY 98 Funding by Site

Table 6 (page 9a) shows the total cost of the Linkages program at each site in the FY 98 budget and proposed FY 99 budget. It also indicates the proportion of the site's funds provided by DHHS. The total program budget varies from site to site.

The two newest Linkages sites, Greencastle Elementary (\$15,000) and Gaithersburg Middle (\$26,221), include limited Linkages staff and services in FY 98 and cost the least. The program at Mark Twain (\$56,000) also requires less funding than the other sites. Linkages assigned one case manager to Mark Twain in FY 98. A variety of other service providers implement a broad range of services for the Mark Twain students, reducing the need for additional Linkages programs and staff.

The cost of the remaining four sites exceed \$100,000 each. The Linkages programs at these sites have more staff and services than the other sites. The costs of the Broad Acres and Harmony Hills sites include funds for a physician and nurse practitioner for the School Based Health Centers. Summit Hall Elementary School, unlike the other Linkages sites, receives funds from the City of Gaithersburg and MCPS. (MCPS funds support a tutor at Summit Hall.)

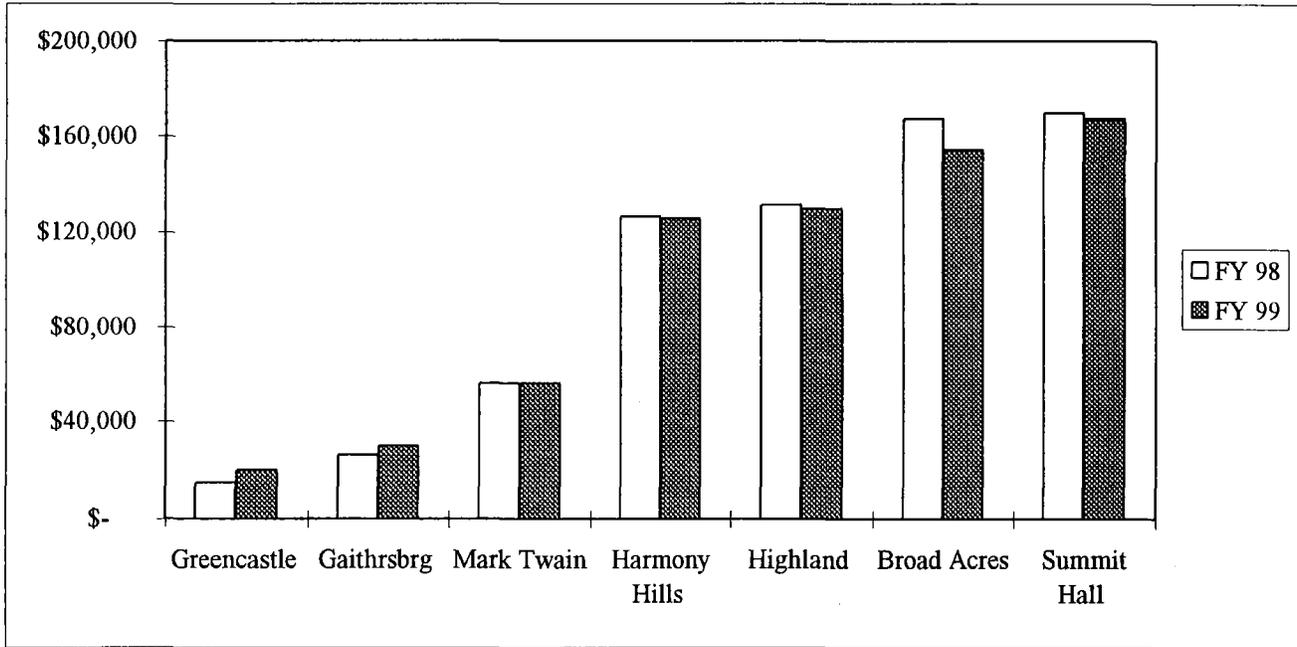
Table 6

What is the total cost of Linkages to Learning at each site and what proportion are DHHS funds?

| Site | Budgeted FY 1998 | % DHHS Funded | Proposed FY 1999 | % DHHS Funded |
|---------------------------------|-------------------|---------------|-------------------|---------------|
| Greencastle Elementary School | \$ 15,000 | 100% | \$ 20,000 | 100% |
| Gaithersburg Middle School | \$ 26,221 | 81% | \$ 30,000 | 67% |
| Mark Twain School | \$ 56,000 | 0% | \$ 56,000 | 0% |
| Harmony Hills Elementary School | \$ 126,349 | 47% | \$ 125,674 | 47% |
| Highland Elementary School | \$ 131,170 | 98% | \$ 129,520 | 99% |
| Broad Acres Elementary School | \$ 167,091 | less than 1% | \$ 154,000 | 0% |
| Summit Hall Elementary School | \$ 169,541 | 65% | \$ 166,966 | 65% |
| Total¹ | \$ 691,372 | | \$ 682,160 | |

¹ Total includes total funds budgeted to each Linkages site in FY 98 and FY 99. It does not include administration costs or donations in the Expendable Trust Account.

What is the cost of Linkages to Learning at each site in FY 98 and FY 99?



As Table 6 indicates, DHHS funds the entire Linkages program at Greencastle Elementary School under contract with another service provider. In contrast, the programs at Mark Twain and Broad Acres do not include any DHHS funds. (The Broad Acres site received a one-time \$250 DHHS Neighborhood Empowerment grant in FY 98, totaling 0.1% of the site's funds.)

Harmony Hills, Summit Hall, Gaithersburg Middle, and Highland receive 47 percent, 65 percent, 81 percent, and 98 percent of their funds from DHHS, respectively. School Health Services assigned School Community Health Nurses and Health Room Technicians at all seven sites. DHHS funds those positions, but as indicated earlier, these costs are not included as part of the Linkages budget because DHHS would fund a nurse and technician whether or not Linkages existed at the schools.

The funding profile of each school varies. Part III of this memorandum report (beginning at page 13) provides detailed descriptions of the service providers, funding sources, and funding amounts at each Linkages site.

4. Contracting

A combination of DHHS staff and contract staff provide Linkages to Learning services. Table 7 (page 10a) shows that in FY 98 DHHS budgeted approximately 30 percent of its Linkages funds for contracts with other service providers.

DHHS contracts with non-profit service providers to staff the entire Linkages program at Greencastle Elementary School. Contractors also provide all of the Linkages services at Gaithersburg Middle School. DHHS contracts for all of the Linkages mental health staff.

DHHS employees staff some of the positions at the other sites. For example, DHHS employees fill the community services aide and case manager positions at Highland and Summit Hall, and the community services aide position at Harmony Hills. The School Community Health Nurses and Health Room Technicians at the sites are DHHS employees.

B. Proposed Fiscal Year 1999 Funding

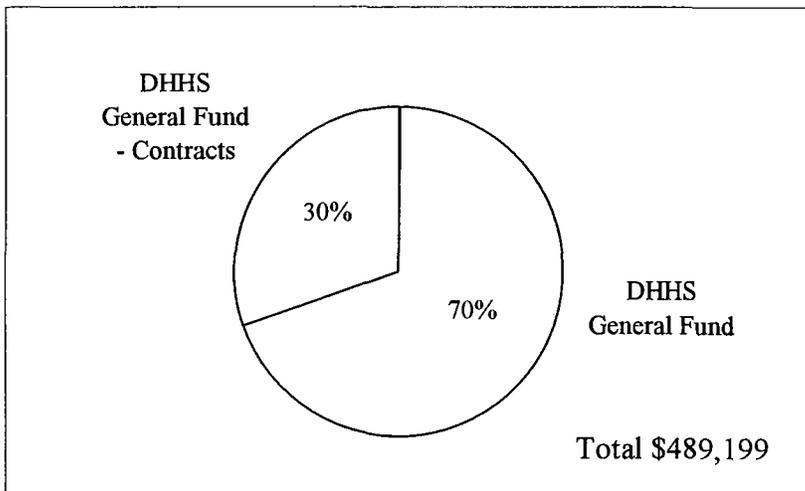
The expected total budget (all sources) for the Linkages to Learning program in FY 99 is \$936,373. This includes DHHS funds budgeted under Linkages to Learning and other DHHS programs, as well as dollars provided from other funding sources.

Similar to FY 98, DHHS is expected to fund approximately 55 percent of the Linkages program in FY 99. In most cases the anticipated budget for each site decreases slightly due to expiring grants and discontinued donations. In contrast, administration costs increase in FY 99.

Table 7

What proportion of the total FY 98 DHHS funds for Linkages to Learning are contract dollars?

| | Amount | Percent of Total |
|-------------------------------|-------------------|-------------------------|
| DHHS General Fund | \$ 340,749 | 70% |
| DHHS General Fund - Contracts | \$ 148,450 | 30% |
| Total | \$ 489,199 | 100% |



1. Proposed FY 99 Administrative Budget

In FY 99, administrative costs are expected to total \$254,213 or approximately 27 percent of the total FY 99 Linkages program budget. The Executive's FY 99 Recommended budget indicates that DHHS will fund \$174,800 or 69 percent of the total FY 99 administrative budget. Table 5 (page 8) shows how Linkages staff plan to allocate administrative funds in FY 99. The FY 99 proposed administrative budget includes a \$17,210 fund to provide direct services.

Proposed administrative personnel costs in FY 99 include the two program managers and the program specialist funded in FY 98. The Executive's Recommended FY 99 budget also includes an additional \$45,000 to fund a non-profit representative on a three person Linkages governance group, called the Linkages Resource Team. (The Linkages Resource Team will also include one DHHS and one MCPS representative.)

The Executive did not budget funds for miscellaneous operating expenses in the Recommended FY 99 Budget. Instead, Linkages staff will use a \$79,405 incentive grant award from the Collaboration Council for Children, Youth and Families to fund miscellaneous operating costs. According to Linkages staff, the grant will fund the following specific activities:

- \$19,905 for a roving Service Eligibility Unit worker;
- \$2,500 to develop and produce new Linkages to Learning brochures;
- \$4,000 to implement a County-wide conference on school based services;
- \$8,000 to enhance parent participation in the Linkages program;
- \$10,000 for staff training and development; and
- \$35,000 to enhance communication and data systems.

The Executive's FY 99 Budget recommends budgeting the same amount, \$17,210, in FY 99 as FY 98 for the Flex Fund for client services.

2. Proposed FY 99 Direct Service Costs

According to Linkages staff, the direct services provided are expected to change only minimally between FY 98 and FY 99. The providers and funding sources for the basic Linkages services (case management, mental health, and health) remain the same in FY 99. The program loses funds for some supplemental services such as child care and summer activity coordinators. These supplemental services cost less than the basic Linkages services and the staff expect to be able to replace the funds. Table 6 (page 9a) shows the proposed budget for each Linkages site in FY 99.

The anticipated budget for the Linkages program at the Mark Twain School remains the same in FY 99 as in FY 98. The cost of the Greencastle program increases slightly because the case manager is assigned for the entire year versus approximately half

of the year in FY 98. The cost of the Gaithersburg program also increases because the FY 99 program includes mental health services.

The cost of the remaining four sites decreases slightly because:

- Montgomery County Community Foundation grant expires in November FY 98;
- Montgomery County Arts Center grants expire in June FY 98;
- DHHS Neighborhood Empowerment grant expires in June 1998; and
- Office of Community Use of Public Facilities and other donations do not extend to FY 99.

The Linkages to Learning program will lose \$6,150 in FY 99 due to these changes. In addition, the US Department of Education grant to Broad Acres Elementary School is \$11,841 less in FY 99 because there is a ten month contract with CPC Health in FY 99, instead of a 12 month contract. (CPC Health's fiscal year begins September 1 and ends August 31.)

C. Future Funding Changes

Additional grants will expire in the near future. The US Department of Education grant that funds case management and mental health services at Broad Acres Elementary School expires in June 1999. The \$8,500 grant from the Maryland Department of Education to the County Office of Community Use of Public Facilities also expires at the end of FY 99. That grant currently funds literacy classes, student tutoring, and Family Literacy Nights at Broad Acres Elementary School.

The Robert Wood Johnson Foundation grant that funds staff at the two School Based Health Centers expires at the end of FY 2000. Grant expirations eliminate 95 percent of the current Linkages funding at Broad Acres Elementary School by FY 2000.

Some grants that fund Linkages to Learning services must be renewed annually. Linkages receives other grants through MCPS and other partners, making the funding dependent on the partners' applying for the grant and using it to fund Linkages. In these cases, it is unclear at this time whether the dollars will be available in future fiscal years.

Between FY 98 and FY 99, the Linkages program loses some grant funds and donations. The amounts of these funds are relatively small. The grants that expire at the end of FY 99 and FY 2000 are larger and will have a more significant impact on the operation of the Linkages program.

III. Funding Profile By Linkages Site

This portion of the memorandum reviews the funding for each Linkages to Learning site. For each site, it presents:

- text that describes the Linkages program;
- a table that summarizes the funding sources and amount for each service/activity in FY 98 (budgeted) and FY 99 (proposed);
- a graph that summarizes the funding sources in FY 98; and
- a graph that shows DHHS general fund dollars versus general fund contract dollars in FY 98.

The description of each site also reviews the changes, if any, in the Linkages program between the FY 98 budget and FY 99 proposed budget. The tables show the cost of each Linkages service in FY 98 and proposed for FY 99. Unless otherwise noted, the service provider, hours worked, and funding source are expected to be the same in FY 99. (This memorandum does not present the proposed FY 99 funding in graphic form.)

The data for each site includes the working hours for the School Health Services staff assigned to the school for the 1997-98 school year. School Health Services staff have not yet determined the nurse and technician hours for the 1998-99 school year.

The following table shows the page numbers of the Linkages site funding profiles:

| Site | Text begins on page: | Table is on page: | Graph is on page: |
|---------------|----------------------|-------------------|-------------------|
| Greencastle | 13 | 14 | 14a |
| Gaithersburg | 15 | 16 | 16a |
| Mark Twain | 17 | 18 | 18a |
| Summit Hall | 19 | 22 | 22a |
| Highland | 23 | 25 | 25a |
| Broad Acres | 26 | 29 | 29a |
| Harmony Hills | 30 | 33 | 33a |

A. Greencastle Elementary School

1. Fiscal Year 1998 Program

Case Management Services

In FY 98, DHHS funded a case manager position for 30 hours a week. Since the Linkages staff encountered delays in the contracting process, the case manager was only in place from February 1998 to June 1998. AMIGO, a program of Child Center and Adult Services, staffed the case manager position at Greencastle through a \$15,000 contract with DHHS.

Health Services

DHHS also assigned a School Community Health Nurse and Health Room Technician to Greencastle Elementary School during the school year. The nurse, responsible for three schools in FY 98, spends approximately one day per week at Greencastle. The technician works 30 hours each week. The nurse and technician provide standard school health room care to all of the students in the school. The health services are the same as those provided in elementary schools without the Linkages to Learning program.

Table 8 identifies the service providers, funding sources and amounts for the Linkages program at Greencastle. Page 14a shows this information graphically for FY 98.

2. Proposed Fiscal Year 1999 Program

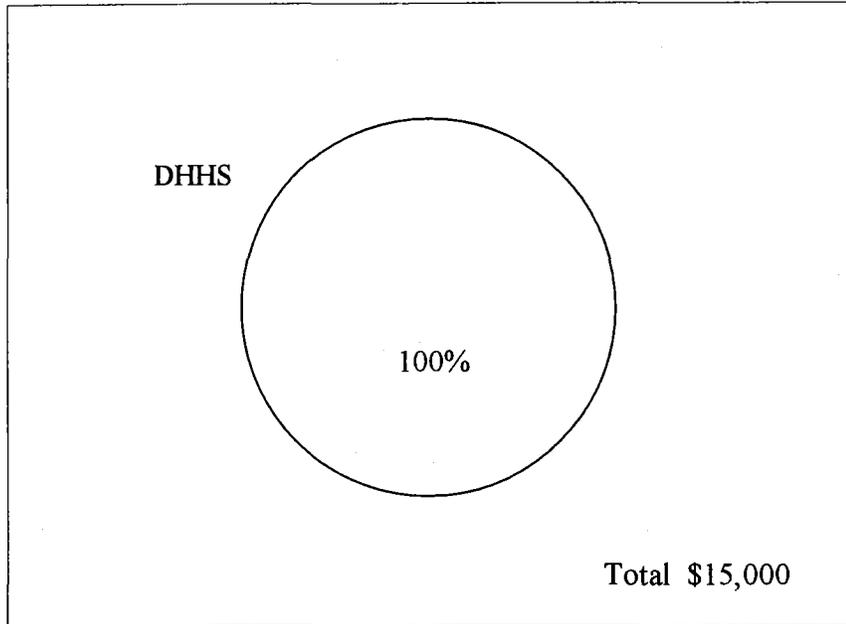
In FY 99, DHHS plans to contract again with AMIGO for a case manager at Greencastle Elementary School for \$20,000. In FY 98, the case manager was in place from February to June 1998 at a cost of \$15,000. In FY 99, the case manager will work for the entire fiscal year. The case manager will implement appropriate programs at the school as she becomes more familiar with the students, their needs, and the available resources.

Table 8: Linkages to Learning at Greencastle Elementary School

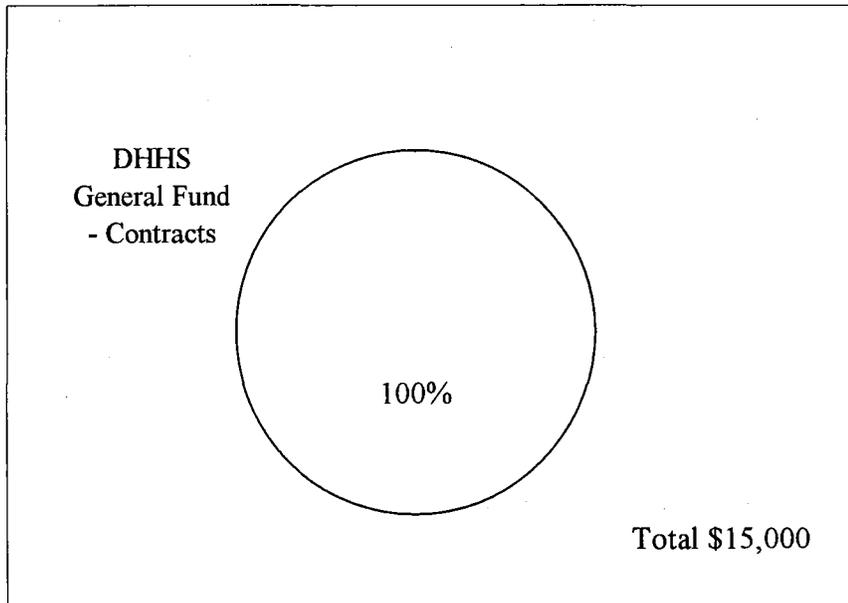
| Service | Provider | Funding Source | Budget FY 98 | Proposed FY 99 |
|--------------------------|---|-----------------------|---------------------|-----------------------|
| Case Management Services | AMIGO case manager 30 hr./wk (FY 98) 20 hr./wk (FY 99) | DHHS contract | \$15,000 | \$20,000 |
| Health Services | DHHS school nurse- 6 hr./wk technician - 30 hr./wk | DHHS | ¹ | ¹ |
| | | Total | \$15,000 | \$20,000 |

¹ The dollar amounts in the table represent the incremental cost of the Linkages to Learning program. Costs that the County would incur absent the Linkages program are not listed. The table does not include the funding amount for health services because DHHS assigns a School Community Health Nurse and a Health Room Technician to the school whether or not the Linkages program exists.

Who Pays for Linkages to Learning at Greencastle Elementary School in FY 98?



How much does DHHS contract out?



B. Gaithersburg Middle School

1. Fiscal Year 1998 Program

Case Management Services

In FY 1998, DHHS contracted with Gaithersburg GUIDE for \$20,000 to provide a part-time case manager at Gaithersburg Middle School, beginning in September 1997. In addition to working with individual students and families, the case manager leads an after-school program of homework assistance and recreational activities, and a support group for Hispanic girls.

Mental Health Services

MCPS received a \$15,000 Special Programs for Disruptive Youth grant from the Maryland State Department of Education in April 1998. MCPS will use the grant to contract with GUIDE Youth Services for mental health services. The therapist will spend approximately 15 hours/week at Gaithersburg Middle School.

The State grant expires at the end of the current calendar year. MCPS plans to use approximately \$5,000 of the grant to contract with GUIDE for the remainder of the 1997-98 school year. The remaining \$10,000 will fund the contract with GUIDE until the end of the calendar year.

Health Services

DHHS assigns a School Community Health Nurse and Health Room Technician to Gaithersburg Middle School to provide school health services during the school year. The nurse provides health services at three schools and spends approximately three days per week at Gaithersburg Middle School. School Health Services assigned the technician to Gaithersburg for 30 hours a week. The nurse and technician provide standard school health room care to all of the students in the school. The health services are the same as those provided in middle schools without the Linkages to Learning program.

Parent/Student Activities

DHHS awarded a \$1,221 substance abuse mini-grant to the Linkages program in FY 98. The grant funded field trips for the Hispanic girls support group and costs associated with parent involvement activities. The grant expires at the end of FY 98.

Table 9 identifies the service providers, funding sources, and amounts for the Linkages program at Gaithersburg Middle School. Page 16a shows this information graphically for fiscal year 1998.

2. Proposed Fiscal Year 1999 Program

The total proposed budget for FY 99 is \$30,000. In FY 99, DHHS plans to fund another \$20,000 contract with GUIDE for a 20 hour per week case manager at Gaithersburg Middle School. The case manager plans to develop more after-school programs and parent groups in FY 99.

MCPS will contract with GUIDE for a mental health therapist until December of FY 99, when the State grant funding the contract expires. MCPS and Linkages staff will pursue other funding in an effort to continue mental health services throughout FY 99.

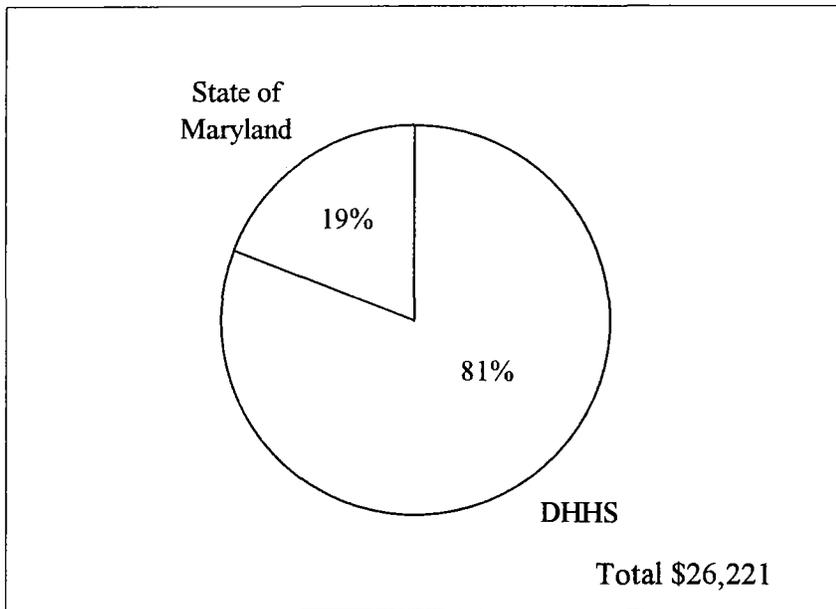
The \$1,221 substance abuse prevention mini-grant from DHHS is not available in FY 99.

Table 9: Linkages to Learning at Gaithersburg Middle School

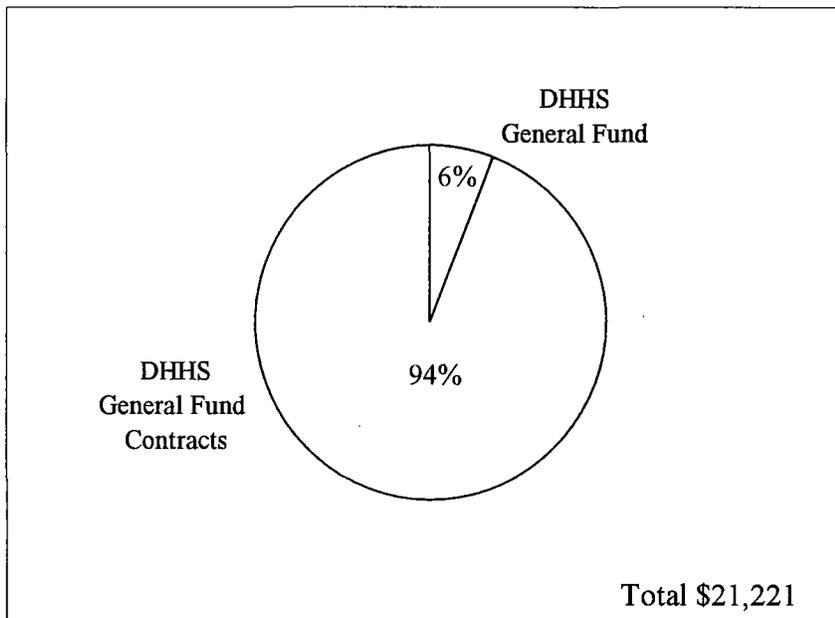
| Service | Provider | Funding Source | Budget FY 98 | Proposed FY 99 |
|---------------------------|---|--|-----------------|-----------------|
| Case Management Services | GUIDE case manager - 20 hr./wk | DHHS contract | \$20,000 | \$20,000 |
| Mental Health Services | GUIDE therapist - 15 hr./wk | Maryland Dept. of Education grant to MCPS | \$5,000 | \$10,000 |
| Health Services | DHHS school nurse- 24 hr./wk technician - 30 hr./wk | DHHS | ¹ | ¹ |
| Parent/Student Activities | case manager | DHHS Substance Abuse Prevention Mini-Grant | \$1,221 | \$0 |
| | | Total | \$26,221 | \$30,000 |

¹ The dollar amounts in the table represent the incremental cost of the Linkages to Learning program. Costs that the County would incur absent the Linkages program are not listed. The table does not include the funding amount for health services because DHHS assigns a School Community Health Nurse and a Health Room Technician to the school whether or not the Linkages program exists.

Who Pays for Linkages to Learning at Gaithersburg Middle School in FY 98?



How much does DHHS contract out?



C. Mark Twain School

1. Fiscal Year 1998 Program

The Mark Twain School is an alternative secondary school for students with multiple needs. The Linkages to Learning program began at Mark Twain in 1996. Table 10 lists the Linkages services at the school, as well as the service providers, funding sources, and funding amounts for FY 98 (budgeted) and FY 99 (proposed). The graph on page 18a illustrates the FY 98 funding.

Case Management/Mental Health Services

The Linkages staff at Mark Twain includes a DHHS case manager and an unpaid intern. The case manager, employed by DHHS and funded by the State of Maryland System Reform Initiative (SRI), provides intensive case management for approximately 13 students. The intern assists the case manager.

The Linkages case management services comprise one component of an extensive system of services at Mark Twain, including empowerment and self-esteem building groups; counseling and therapeutic services; expressive recreation; mentoring and internship programs; and drug and alcohol treatment and education groups.

The Linkages case manager and the school social worker coordinate these services, which the Linkages case manager, the school social worker, and other organizations' staff deliver and fund. Service providers at Mark Twain include: CPC Health; the Crittenton Center, Uniformed Services University of Health Sciences; Life Technologies; Montgomery County Police; DHHS' Child and Adolescent Mental Health Services, the Department of Juvenile Justice, and MCPS.

Health Services

DHHS also staffs a health room at the school. In FY 98, School Health Services assigned a School Community Health Nurse to Mark Twain approximately three days per week during the school year. A Health Room Technician spends 30 hours per week at the school during the school year. The nurse and technician provide the same level of school health services that would be provided without the Linkages to Learning program.

2. Proposed Fiscal Year 1999 Program

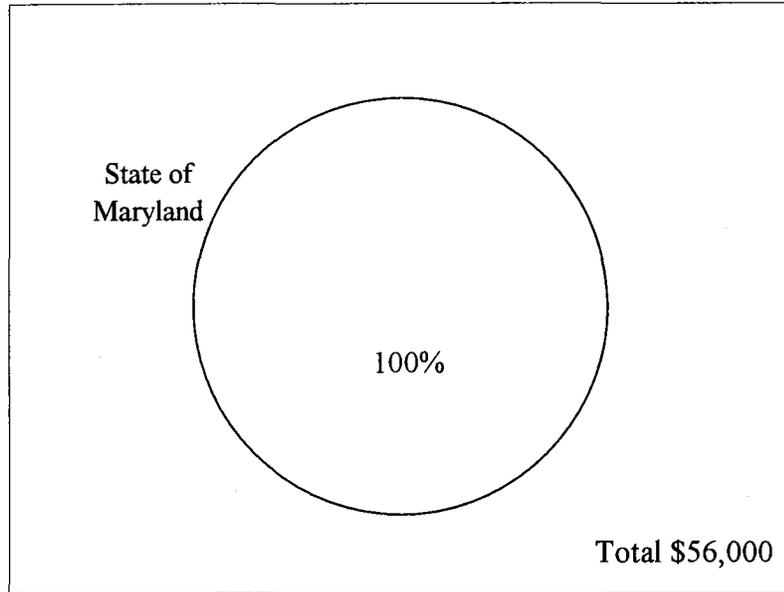
The Linkages program at Mark Twain, including the funding sources and service providers, are expected to remain the same in FY 99.

Table 10: Linkages to Learning at the Mark Twain School

| Service | Provider | Funding Source | Budget FY 98 | Proposed FY 99 |
|--------------------------|---|--|---------------------|-----------------------|
| Case Management Services | DHHS case manager - 40 hr./wk unpaid intern - 16 hr./wk | State of Maryland System Reform Initiative | \$56,000 | \$56,000 |
| Health Services | DHHS school nurse - 40 hr./wk technician - 30 hr./wk | DHHS | ¹ | ¹ |
| | | Total | \$56,000 | \$56,000 |

¹ The dollar amounts in the table represent the incremental cost of the Linkages to Learning program. Costs that the County would incur absent the Linkages program are not listed. The table does not include the funding amount for health services because DHHS assigns a School Community Health Nurse and a Health Room Technician to the school whether or not the Linkages program exists.

Who Pays for Linkages to Learning At the Mark Twain School in FY 98?



D. Summit Hall Elementary School

The Linkages to Learning program at Summit Hall Elementary School began in 1993. Table 11 on page 22 lists the Linkages services, the service providers, funding sources, and amounts for FY 1998 (budgeted) and FY 1999 (proposed). The graph on page 22a illustrates the funding in FY 98.

1. Fiscal Year 1998 Program

Case Management/Mental Health Services

DHHS budgeted \$76,026 in FY 98 to provide a case manager (40 hr./wk) and community services aide (20 hr./wk) at Summit Hall Elementary School. An unpaid intern also works at the school 16 hours per week. These three Linkages staff assess child/family needs, and help them access special services such as medical assistance, food stamps, clothing, employment, child care, and tutoring.

This fiscal year, GUIDE is spending \$42,300 for a mental health therapist at the school for 40 hours a week. A DHHS contract with GUIDE funds \$30,000 of the cost. GUIDE pays the remaining \$12,300 for that position. GUIDE also pays \$6,240 to provide another therapist for eight additional hours per week. An unpaid intern assists the therapists. GUIDE also spends \$950 per year for a clinical supervisor at the site for one hour per week.

Health

DHHS' School Health Services assigns a Health Room Technician (30 hr./wk) and School Community Health Nurse to the school to provide school health services during the school year. The nurse spends approximately two days per week at the school. The nurse and technician provide standard school health room care to all of the students in the school. The health services are the same as those provided in elementary schools without the Linkages to Learning program.

Parent and Student Activities

The Linkages program at Summit Hall includes a tutoring component. Montgomery County Public Schools (MCPS) assigns an instructional assistant for 30 hours per week to tutor students at a cost of approximately \$24,000 annually. In addition, Gaithersburg High School students tutor Linkages students after school to earn Student Service Learning Credits. DHHS awarded a \$1,225 Substance Abuse Prevention Mini-grant to Linkages to fund an instructional assistant to supervise the high school tutors.

Additional events planned and implemented by the Linkages staff and community partners include after-school activities, summer entertainment activities, and parent support groups. Staff from the City of Gaithersburg's Department of Parks and

Recreation and Department of Police lead after-school recreation activities for the students on Mondays from 3:00 to 5:30 p.m. during the school year. The Recreation Department spends approximately \$9,000 per year on staff time to operate the activities. The Gaithersburg Police Department provides officers to help run the after-school activities at a cost of approximately \$5,000 per year.

This year, the Montgomery County Office of Community Use of Public Facilities donated \$1,000 to fund a summer family activities coordinator and miscellaneous supplies for summer activities. Summer entertainment activities included a health fair, mini-Olympics, and musical entertainment. In addition, the City of Gaithersburg Department of Parks and Recreation staff sponsored and organized a summer cookout and field games night as part of Linkages' summer family activities. The City donated the food and staff time at a cost of \$500.

Linkages to Learning staff at Summit Hall Elementary School also organize support groups and activities for parents of the Linkages students. They hold periodic Parent Nights to discuss topics such as banking services, domestic violence, Medicaid reform, and parenting skills.

In addition, Linkages and CPC Health staff at Summit Hall co-lead a group for abused women. DHHS contracts with CPC Health to conduct a variety of support groups throughout the County. CPC Health uses approximately \$2,950 of that contract to fund a therapist (four hours/wk) who leads the support group at Summit Hall.

In FY 98, the Mental Health Association's Voices Vs. Violence program staff began co-sponsoring violence prevention education activities for parents and children at the Summit Hall and Highland Elementary School Linkages sites. The Linkages and Voices Vs. Violence staff organize six workshops per year (three at each school) on domestic violence prevention, child abuse prevention, neighborhood safety, and gangs and drugs. Voices Vs. Violence arranges entertainment for the children while parents attend the workshops.

To minimize costs, Voices Vs. Violence recruits volunteer speakers and local businesses to donate food. Some of the children's entertainment was provided free of charge. A \$700 mini-grant from the Montgomery County Arts Center to Voices Vs. Violence funded the children's entertainment at Summit Hall and Highland Elementary Schools. The Mental Health Association paid for other miscellaneous costs associated with the workshops.

2. Proposed Fiscal Year 1999 Program

The basic Linkages case management and mental health services and providers will remain the same in FY 99. DHHS staff plans to provide case management services and contract with GUIDE to provide mental health services. MCPS plans to assign an

instructional assistant for \$24,000 again in FY 99. The City of Gaithersburg will continue to implement after-school and summer activities.

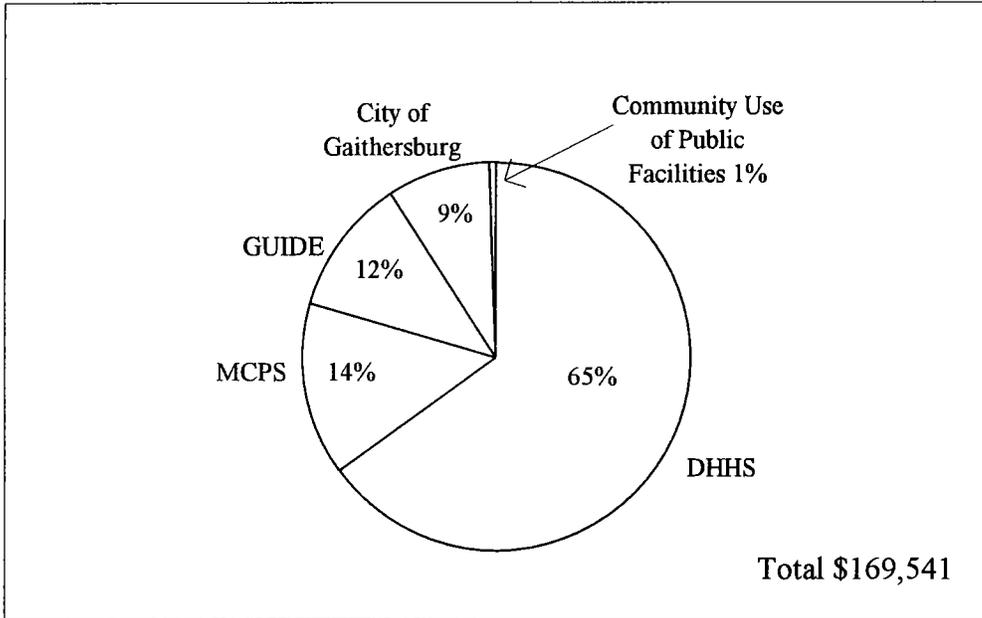
Three current funding sources expire at the end of FY 98. The Office of Community Use of Public Facilities is not expected to provide \$1,000 for a summer entertainment activities coordinator. The \$350 Montgomery County Arts Center grant to Voices Vs. Violence also expires. In FY 98, Voices Vs. Violence used that money to provide children's entertainment during parent activities. In addition, the DHHS mini-grant that funded the after-school tutor coordinator expires at the end of FY 98. At this point, the coordinators and children's entertainment funded by these grants will not be available in FY 99. Linkages staff are pursuing additional sources of funds.

Table 11: Linkages to Learning at Summit Hall Elementary School

| Service | Provider | Funding Source | Budget FY 98 | Proposed FY 99 |
|------------------------------|--|--|----------------------|----------------------|
| Case Management Services | DHHS case manager - 40 hr./wk community services aide - 20 hr./wk unpaid intern - 16 hr./wk | DHHS | \$76,026 | \$76,026 |
| Mental Health Services | GUIDE therapist - 40 hr./wk | DHHS Contract GUIDE | \$30,000 \$12,300 | \$30,000 \$12,300 |
| | therapist - 8 hr./wk clinical supervisor - 1 hr/wk unpaid intern - 20 hr./wk | GUIDE GUIDE | \$6,240 \$950 | \$6,240 \$950 |
| | Health Services | DHHS | 1 | 1 |
| Tutoring | MCPS instructional assistant - 30 hr./wk | MCPS | \$24,000 | \$24,000 |
| After-school Activities | Gaithersburg Recreation Department | City of Gaithersburg | \$9,000 | \$9,000 |
| | Gaithersburg Police Department | City of Gaithersburg | \$5,000 | \$5,000 |
| Summer Family Activities | Summer Entertainment Activities Coordinator | Community Use of Public Facilities | \$1,000 | \$0 |
| | Gaithersburg Recreation Department | City of Gaithersburg | \$500 | \$500 |
| | After-school Tutoring Coordinator | DHHS Substance Abuse Prevention Mini-Grant | \$1,225 | \$0 |
| Parent Groups and Activities | CPC Health therapist - 4 hr./wk | DHHS contract | \$2,950 | \$2,950 |
| | Voices Vs Violence | Montgomery County Arts Center grant to Voices Vs. Violence | \$350 | \$0 |
| | | Total | \$169,541 | \$166,966 |

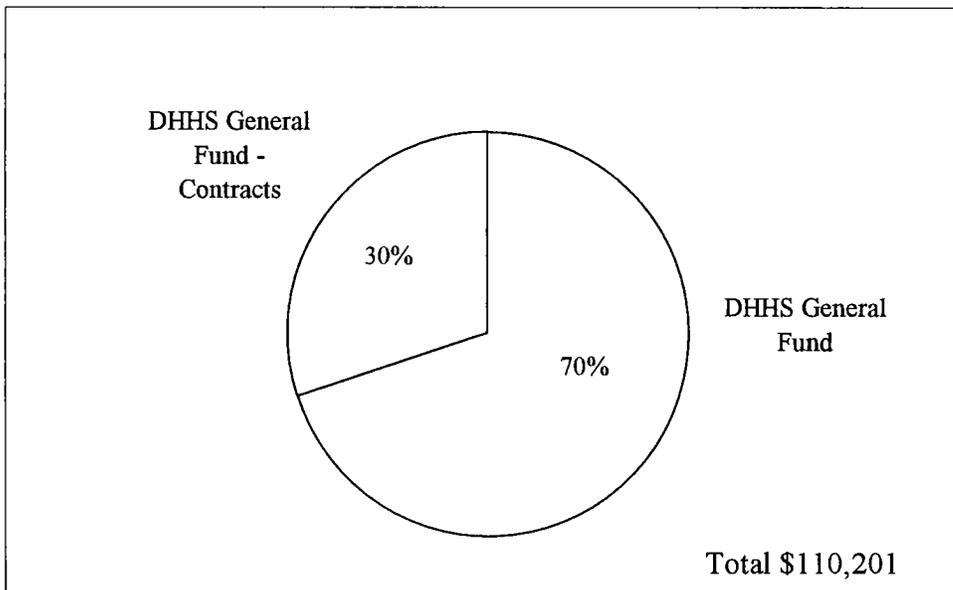
¹ The dollar amounts in the table represent the incremental cost of the Linkages to Learning program. Costs that the County would incur absent the Linkages program are not listed. The table does not include the funding amount for health services because DHHS assigns a School Community Health Nurse and a Health Room Technician to the school whether or not the Linkages program exists.

Who Pays for Linkages to Learning at Summit Hall Elementary School in FY 98?



Note: This graph does not include the \$350 grant from the Montgomery County Arts Center to Voices vs. Violence.

How much does DHHS contract out?



E. Highland Elementary School

1. Fiscal Year 1998 Program

Highland Elementary School's Linkages to Learning program began in 1993. Table 12 summarizes the Linkages services, the service providers, and the funding sources and amounts for FY 1998 (budgeted) and FY 1999 (proposed) at Highland Elementary School. The graph on page 25a illustrates the FY 1998 budget.

Case Management/Mental Health Services

DHHS employees provide case management services at Highland. In FY 1998, DHHS budgeted \$88,220 for a full-time case manager (40 hours/week) and a part-time community services aide (20 hours/week). An unpaid intern also works at the school 24 hours per week. This year, DHHS has a \$35,000 contract with the Mental Health Association's Kensington Wheaton Youth Services (part of the Youth Services contract) for a 30 hours per week mental health therapist.

Health Services

DHHS' School Health Services staff assigns a Health Room Technician to Highland for 30 hours a week during the school year to provide school health services. A School Community Health Nurse spends approximately two days per week during the school year at Highland, with the remainder of her time shared with two other elementary schools. The nurse and technician provide standard school health room care to all of the students in the school. The health services are the same as those provided in elementary schools without the Linkages to Learning program.

Parent and Student Activities

Additional Linkages services provided at Highland Elementary School include after-school tutoring, summer family activities, parent groups, and child care during parent groups and activities. A combination of County, non-profit, and grant dollars fund these services.

Linkages to Learning summer activities at Highland Elementary School generally include food, entertainment, and group activities. For example, in the summer of 1997, the activities included a family picnic and game night, and an interactive Afro-Cuban rhythm concert. In FY 98, the Office of Community Use of Public Facilities paid \$1,000 to hire a summer entertainment activities coordinator for Linkages. The coordinator worked with other Linkages staff to plan and implement summer family activities. The Wheaton Presbyterian Church also contributed approximately \$300 toward the cost of entertainment for the summer activities.

Other community organizations also provide monetary and in-kind donations to support the summer family activities, including New Creation Baptist Church, Voices Vs. Violence, Housing Opportunities Commission, Montgomery County Department of Recreation, and the Montgomery County Volunteer and Community Service Center. Linkages to Learning staff have not documented the value of the contributions from these community partners.

Voices Vs. Violence staff and volunteers coordinated three workshops for parents during the 1997-98 school year. The workshops covered topics such as domestic violence prevention, child abuse prevention, neighborhood safety, and gangs and drugs. To minimize costs, Voices Vs. Violence recruits volunteers to speak at the workshops and local businesses to donate food.

Voices Vs. Violence staff also arranged entertainment for the children during the parent workshops. Some of the children's entertainment was provided free of charge. A \$700 mini-grant from the Montgomery County Arts Center funded additional entertainment. Half of the mini-grant paid for entertainment at Highland Elementary School and half at Summit Hall Elementary School.

A CPC Health therapist co-leads support groups for parents, including a group for abusive parents and a group for abused women. DHHS contracts with CPC Health to perform a variety of support groups throughout the County. CPC Health uses approximately \$5,500 of that contract to fund the therapist at Highland for eight hours per week.

The Linkages program also provides child care during parent groups. Linkages has an agreement with the private child care providers already operating in the school during the day to provide additional care during evening Linkages activities. Linkages staff received a \$1,300 grant from the Montgomery County Community Foundation to fund the child care service. They used \$800 of the grant in FY 98.

Other Linkages activities at Highland include parenting classes led by Linkages staff, literacy classes taught by Literacy Council volunteers, and tutoring of Highland students by area high school students.

2. Proposed Fiscal Year 1999 Program

The basic Linkages services at Highland are expected to remain essentially the same in FY 99. DHHS proposes to continue providing case management services and contracting for mental health services. Linkages staff also expect to receive another donation of at least \$300 from the Wheaton Presbyterian Church. As necessary, the Linkages staff will adjust the programs and activities to meet the changing needs and interests of the families.

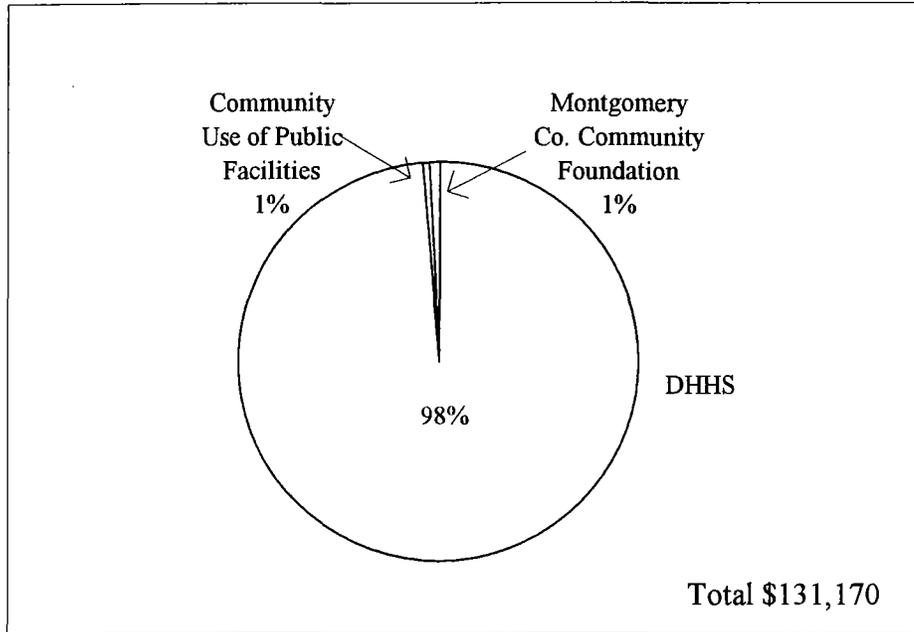
Some of the funding at Highland will change in FY 99. The \$1,000 grant from the Office of Community Use of Public Facilities will not be available in FY 99. That grant funded a summer entertainment activities coordinator in FY 98. The \$350 grant to Voices Vs. Violence for children's entertainment expires at the end of FY 98. The \$1,200 Montgomery County Community Foundation grant, used to provide child care during parent sessions, expires in November 1998. Linkages staff will use \$500 of the grant to fund child care service from July to November of FY 99. Linkages staff expect to find new funding sources to replace those lost after FY 98.

Table 12: Linkages to Learning at Highland Elementary School

| Service | Provider | Funding Source | Budget FY 98 | Proposed FY 99 |
|------------------------------|--|---|------------------|------------------|
| Case Management Services | DHHS case manager - 40 hr./wk community services aide - 20 hr./wk unpaid intern - 24 hr./wk | DHHS | \$88,220 | \$88,220 |
| Mental Health Services | Mental Health Association's Kensington Wheaton Youth Services therapist - 30 hr./wk | DHHS contract | \$35,000 | \$35,000 |
| Health Services | DHHS school nurse - 16 hours/wk technician - 30 hr./wk | DHHS | ¹ | ¹ |
| Summer Family Activities | Summer Entertainment Activities Coordinator | Community Use of Public Facilities | \$1,000 | \$0 |
| | | Wheaton Presbyterian Church | \$300 | \$300+ |
| Parent Groups and Activities | Voices vs. Violence | Montgomery County Arts Center grant to Voices vs. Violence | \$350 | \$0 |
| | CPC Health therapist - 4 hr./wk | DHHS contract | \$5,500 | 5,500 |
| Child Care | private child care providers | Montgomery County Community Foundation Grant to DHHS | \$800 | \$500 |
| | | Total | \$131,170 | \$129,520 |

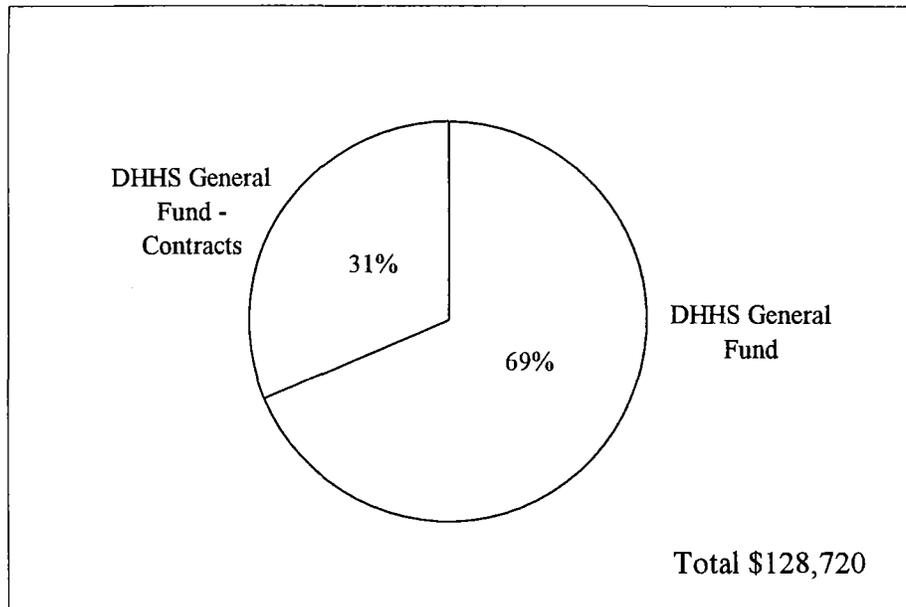
¹ The dollar amounts in the table represent the incremental cost of the Linkages to Learning program. Costs that the County would incur absent the Linkages program are not listed. The table does not include the funding amount for health services because DHHS assigns a School Community Health Nurse and a Health Room Technician to the school whether or not the Linkages program exists.

Who Pays for Linkages to Learning at Highland Elementary School?



Note: This graph does not include the \$350 grant from the Montgomery County Arts Center or the \$300 donation from the Wheaton Presbyterian Church.

How Much Does DHHS Contract Out?



F. Broad Acres Elementary School

1. Fiscal Year 1998 Program

The Linkages to Learning program at Broad Acres Elementary School began in 1996. Table 13 on page 29 lists the Linkages service providers, funding sources and amounts at the Broad Acres site.

Case Management/Mental Health Services

CPC Health Inc., under contract to the University of Maryland, provides case management and mental health services at the school. The University of Maryland funds that contract with a three year grant from the US Department of Education. In FY 98, the grant totaled \$87,841 and funded a case manager, psychologist, social worker, and community services aide.

MCPS funds a contract with AMIGO for a mental health counselor at Broad Acres for 16 hours per week. MCPS funds the contract with part of a Targeted Poverty Grant from the Maryland State Department of Education to Broad Acres Elementary School. The school principal chose to use \$19,000 of the grant funds in FY 98 to contract with AMIGO for the mental health counselor.

Parent and Student Activities

The Linkages to Learning staff coordinate a variety of other activities and educational services at the school. Linkages staff coordinate literacy classes for parents of Broad Acres Elementary School students. In FY 1998, the Office of Community Use of Public Facilities received an \$8,500 grant from the Maryland State Department of Education to fund the classes. The grant also funds child care and student tutoring during the parent literacy classes and monthly Family Literacy Nights.

DHHS' Health Promotion and Substance Abuse Prevention Program provided a \$250 Neighborhood Empowerment Grant to Broad Acres Elementary School in FY 97. The Linkages staff spent the grant money in FY 98 on ESOL books and supplies for parent classes at the school.

Linkages staff plan and implement an after-school game club two times a week at Broad Acres. Volunteers also coordinate weekend recreation activities for the students at little or no cost. In FY 98, St. Sophia's Greek Orthodox Church donated \$500 to fund weekend field trips for these students.

The Linkages staff also conduct support and acculturation groups for Vietnamese and Spanish speaking parents. Linkages staff have an agreement with the private child care provider operating in the school during the school day to provide additional care during these evening parent activities. DHHS pays the child care providers out of the

general fund, with a \$1,500 grant from the Montgomery County Community Foundation. That grant expires in November 1998. Linkages staff will use \$1,000 of the grant in FY 98 and plans to use the remaining \$500 from July to November of FY 99.

School Based Health Center

The School Based Health Center at Broad Acres provides services above and beyond the typical school health room. Services available include physical examinations, diagnosis and treatment of illnesses, immunizations, laboratory testing, medication prescriptions, dental services, and preventive health counseling. Currently, only Broad Acres students can use the School Based Health Center.

The School Based Health Center staff include a School Community Health Nurse, Health Room Technician, principal administrative aide, nurse practitioner, and physician. DHHS' School Health Services employs and funds the school nurse, technician, and principal administrative aide. The nurse is assigned to the school 12 months a year for 40 hours a week. The technician works 30 hours a week during the school year. The principal administrative aide spends approximately 13 hours/week at the Broad Acres School Based Health Center, performing data entry tasks. DHHS also assigns staff to determine student eligibility for federal, state, and local health care programs.

Catholic University and Children's Hospital, under contract to DHHS, provide the nurse practitioner (20 hr./wk) and physician (4 hr./week)¹ at the site. DHHS funds the contract with a portion of a four-year \$400,000 Robert Wood Johnson Foundation grant. Half of the total grant supports the School Based Health Center at Broad Acres Elementary School and the other half supports the center at Harmony Hills Elementary School. Each school will use \$50,000 per year over a four year period to fund the physician and nurse practitioner assigned to the School Based Health Center for a portion of each week. The Robert Wood Johnson grant expires in FY 2000.

Facility: Staff provide Linkages services at Broad Acres Elementary School in a modular facility attached to the school. The State of Maryland (\$112,000 school construction funds) and a Community Development Block Grant (\$400,000) funded construction of the facility.

Evaluation: The US Department of Education also provided a \$82,620 grant in FY 98 to evaluate the Linkages program at Broad Acres. Staff from the University of Maryland are conducting the evaluation. The evaluation does not include the health component of Linkages at Broad Acres, because the School Based Health Center was not in place when the evaluation began.

¹ Prior to March 1998, DHHS staff filled the nurse practitioner and physician positions because the agreement with Catholic University and Children's Hospital was not finalized. The Robert Wood Johnson Foundation grant funded the DHHS staff positions.

2. Proposed Fiscal Year 1999 Program

The Linkages staff expect the basic programs and activities offered through the Broad Acres Linkages to Learning program to remain essentially the same in FY 99, with some changes to funding of supplemental services. The total proposed cost of the Broad Acres Linkages program in FY 99 is \$154,000.

A US Department of Education grant will again fund the contract with CPC Health for case management and mental health services². As indicated above, the Robert Wood Johnson Foundation grant will fund the School Based Health Center's physician and nurse practitioner.

Other funding sources expire at the end of FY 99. The \$1,500 grant from the Montgomery County Community Foundation that pays for child care during evening parent activities expires in November 1999. Staff will need to find additional funding to continue child care services beyond November of FY 99. In addition, Linkages staff do not expect to receive another donation from St. Sophia's Greek Orthodox Church (\$500 in FY 98) or the Neighborhood Empowerment grant (\$250 in FY 98) in FY 99. In FY 98, these funds paid for ESOL books for parents and weekend trips for students.

More significant funding changes will occur at Broad Acres between FY 99 and FY 2000. The following grants expire at the end of FY 99:

- US Department of Education grant to the University of Maryland for \$87,841 in FY 98 (budgeted) and \$76,000 in FY 99 (proposed). These funds are used to contract for case management and mental health services.
- Maryland Department of Education grant for \$19,000. These funds are used to contract for case management and mental health services in FY 98 and FY 99.
- Maryland Department of Education grant for \$8,500 to the County Office of Community Use of Public Facilities. These funds are used for literacy classes, student tutoring, and Family Literacy Nights in FY 98 and FY 99.

The Robert Wood Johnson Foundation grant that will have provided \$50,000 per year over four years to Broad Acres expires at the end of FY 2000. That grant funds the nurse practitioner and physician at the Broad Acres School Based Health Center.

Grants that expire at the end of FY 99 and FY 2000 eliminate approximately 95% of the current Linkages funding at Broad Acres Elementary School. The smaller grants that fund relatively minor services come and go from year to year. In these cases, staff can often find substitute funding fairly easily. The grants expiring in FY 99 and 2000 fund major services (case management, mental health services, School Based Health Center services) and provide large sums of money. These funds are more difficult to replace.

² The grant amount in FY 99 will be \$11,841 less than the FY 98 grant because the contract with CPC Health covers a ten month period rather than 12 months. This is the case because CPC Health's fiscal year begins September 1 and ends August 31.

Table 13: Linkages to Learning at Broad Acres Elementary School

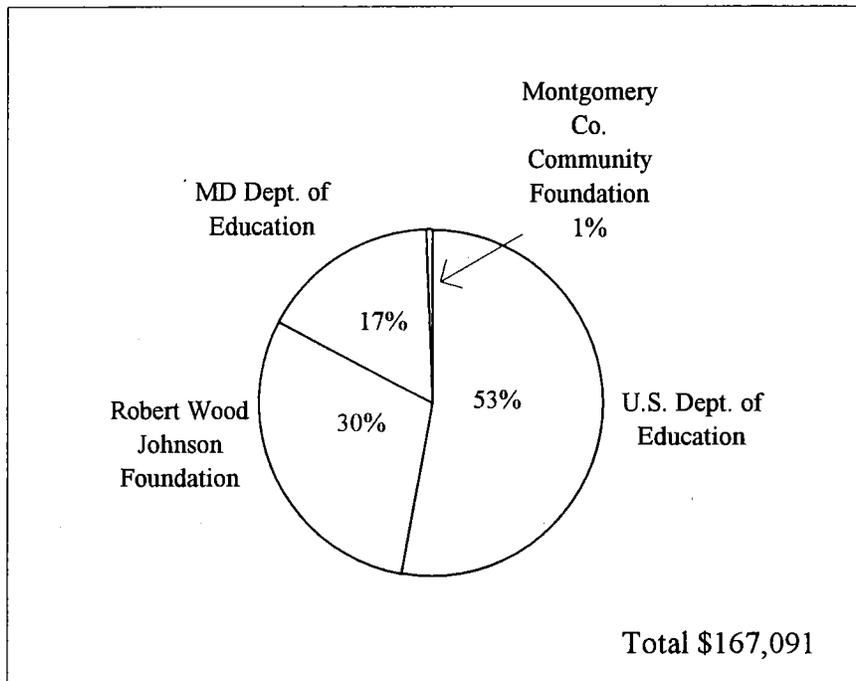
| Service | Provider | Funding Source | Budget FY 98 | Proposed FY 99 |
|--|--|---|--|------------------------------|
| Case Management and Mental Health Services | CPC Health case manager - 35 hr./wk psychologist - 15 hr./wk social worker - 30 hr./wk community services aide - 15 hr./wk | US Dept. of Education grant to the University of MD ¹ | \$87,841 | \$76,000 |
| | AMIGO mental health counselor - 16 hr./wk 4 unpaid interns | State Dept. of Education Targeted Poverty Grant to MCPS | \$19,000 | \$19,000 |
| | School Based Health Center Services | DHHS school nurse - 40 hr./wk technician - 30 hr./wk principal admin. aide - 13 hr./wk ³ Catholic University and Children's Hospital nurse practitioner - 20 hr./wk physician - 4 hr./wk | DHHS Robert Wood Johnson Foundation Grant to DHHS | ² \$50,000 |
| Parent Groups | | State Dept. of Education grant to Community Use of Public Facilities | \$8,500 | \$8,500 |
| | | DHHS Neighborhood Empowerment Grant to MCPS | \$250 | \$0 |
| Student Activities | Linkages staff and Volunteers | St. Sophia's Greek Orthodox Church | \$500 | \$0 |
| Child Care | private child care provider | Montgomery County Community Foundation Grant to DHHS | \$1,000 | \$500 |
| | | Total | \$167,091 | \$154,000 |

¹ The US Department of Education also provided a \$82,620 grant to evaluate the effectiveness of the Linkages program at Broad Acres. This table does not include that grant because it is not associated with a direct service.

² The dollar amounts in the table represent the incremental cost of the Linkages to Learning program. Costs that the County would incur absent the Linkages program are not listed. The table does not include the funding amount for health services because DHHS assigns a School Community Health Nurse and a Health Room Technician to the school whether or not the Linkages program exists.

³ The principal administrative aide performs data entry tasks at Broad Acres, Harmony Hills, and the Rocking Horse Road Center for a total of 40 hr./wk. School Health Services funds the position.

Who Pays for Linkages to Learning at Broad Acres Elementary School in FY 98?



Note: This graph does not include the \$250 Neighborhood Empowerment Grant from DHHS or the \$500 donation from St. Sophia's Greek Orthodox Church.

G. Harmony Hills Elementary School

1. Fiscal Year 1998 Program

The case management and mental health components of the Linkages to Learning program at Harmony Hills Elementary School began in November 1996. The School Based Health Center became fully operational in September 1997. Table 14 (page 33) lists the service providers, funding sources and amounts for FY 1998 and FY 1999. The graph on page 33a illustrates the budget for FY 1998.

Case Management and Mental Health Services

This year, DHHS funds a \$35,000 contract with the Mental Health Association's Family Student Support Network for the case manager at the site (18 hours/week). The community services aide (20 hours/week) is a DHHS employee, provided at a cost of \$23,674 annually.

The Mental Health Association also assigns a therapist to the school for 26 hours per week. A combination of DHHS funds, Maryland Department of Education funds, and a Cafritz Foundation donation to the Mental Health Association fund the total 26 hours/week mental health therapist. Harmony Hills Elementary School's principal designated \$14,000 of a Challenge grant from the Maryland Department of Education to fund the therapist for 14 hours a week. The Mental Health Association used \$2,500 of Cafritz Foundation funds to add five more hours of therapist time to the school. A portion of the DHHS \$35,000 contract with MHA for case management services provided seven more hours of therapist time per week in the school.

School Based Health Center

Health care services available at the School Based Health Center include physical examinations, diagnosis and treatment of illnesses, immunizations, laboratory testing, medication prescriptions, dental services, and preventive health counseling.

DHHS funds the School Community Health Nurse (40 hours/week), Health Room Technician (30 hours/week), and principal administrative aide (13 hours/week) assigned to the School Based Health Center during the school year. School Health Services would assign a nurse and technician to the school whether or not the Linkages to Learning School Based Health Center existed. The nurse and technician provide health services for all of the Harmony Hills students. The principal administrative aide enters data at the center.

A physician (4 hours/week) and nurse practitioner (20 hours/week) provide additional health services, available only at the County's two School Based Health Centers. DHHS contracts with Holy Cross Hospital to provide the physician and nurse practitioner. As described in the previous section on Broad Acres Elementary School,

DHHS funds these School Based Health Services at Harmony Hills with a portion (\$50,000 per year) of the Robert Wood Johnson Foundation grant.³

Parent and Student Activities

The Linkages program at Harmony Hills also includes parent and student groups and activities. Literacy Council volunteers teach literacy classes for parents. In FY 98, Linkages uses a \$225 DHHS Neighborhood Empowerment Grant to pay for Literacy Council registration fees and books for the literacy classes.

The Linkages to Learning case manager and a MCPS staff member co-lead a parenting class. In FY 98, Linkages staff and Montgomery County Recreation Department staff also planned a summer recreation night and a family picnic and crafts night. The County's Office of Community Use of Public Facilities paid \$250 for crafts and supplies for the event.

The Linkages program provides child care during parent classes. Linkages has an agreement with the private child care provider already operating in the school during the day to provide additional care during evening Linkages activities. DHHS pays the child care providers with a \$1,200 grant from the Montgomery County Community Foundation. That grant expires in November 1998. They used \$700 of the grant in FY 98.

Facility: Linkages to Learning staff currently provide case management and mental health services in a trailer adjacent to the school building. DHHS spends \$4,200 annually to rent the trailer. The cost of the trailer rental is budgeted in the Linkages general operating budget. The School Based Health Center operates from the stage in the school's multi-purpose room.

MCPS will modernize Harmony Hills Elementary School during the 1998-99 school year. Staff will provide Linkages services in the holding school during that period. DHHS' FY 99 budget includes \$37,000 for renovations to the holding school to prepare space for Linkages. In addition, a local church agreed to donate office space for Linkages so that families don't always have to travel to the holding school for services.

The modernized Harmony Hills building will include space for the Linkages program. DHHS proposes to fund the Linkages space at modernized Harmony Hills site with \$150,000 of State school construction funds and \$150,000 of County matching funds (Executive's FY 99 Recommended Budget).

³ Prior to March 1998, DHHS staffed the nurse practitioner and physician positions because the agreement with Holy Cross Hospital was not finalized. The Robert Wood Johnson Foundation grant funded the DHHS staff positions.

2. Proposed Fiscal Year 1999 Program

The proposed FY 99 Linkages budget for Harmony Hills Elementary School totals \$125,674. The Linkages to Learning staff expect to continue providing the same basic services in FY 1999. DHHS and Mental Health Association staff will continue to provide case management and mental health services for the same hours per week and at the same cost. The School Based Health Center at Harmony Hills will continue to operate in FY 99 also.

Funding for some supplemental services will change in FY 99. In FY 98, the Office of Community Use of Public Facilities donated \$250 to fund supplies for the Linkages summer events. That money will not be available in FY 99. The \$1,200 grant from Montgomery County Community Foundation expires in November of FY 99. Linkages staff plans to use \$500 of the grant to fund child care from July to November of FY 99. Staff will pursue other funds to cover these activities in the future.

The Robert Wood Johnson Foundation grant, funding the physician and nurse practitioner, expires at the end of FY 2000. The expiration of this grant will severely impact the funds necessary to operate the School Based Health Center.

According to Linkages staff, the \$14,000 Maryland Department of Education Challenge grant is not guaranteed from one year to the next. In FY 98 and FY 99, the grant funds 14 hours per week of mental health therapist time. In addition, if the State continues to award the Challenge grant to Harmony Hills, the principal must receive approval from the State to use the grant to fund mental health services.

Table 14: Linkages to Learning at Harmony Hills Elementary School

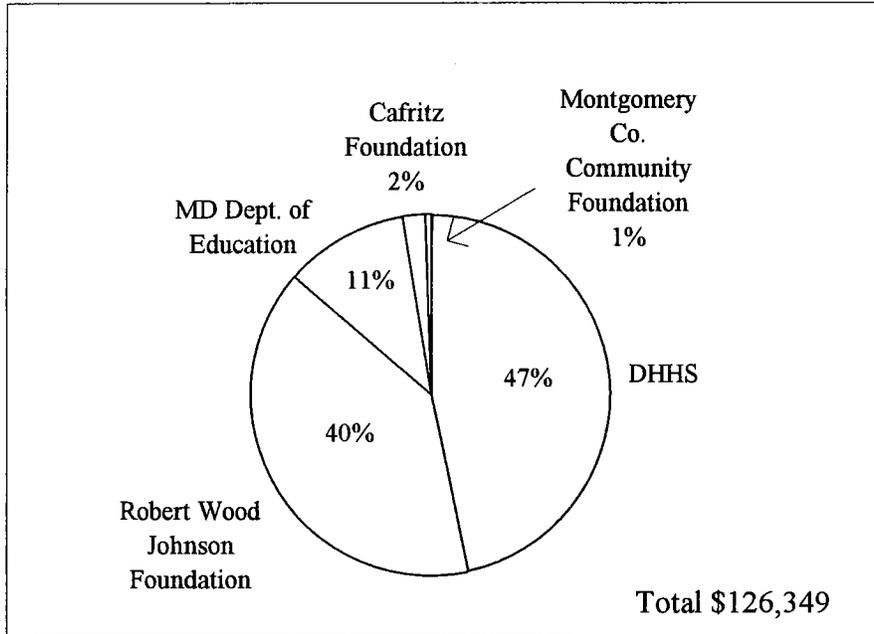
| Service | Provider | Funding Source | Budget FY 98 | Proposed FY 99 |
|--|--|--|------------------|------------------|
| Case Management and Mental Health Services | DHHS community services aide - 20 hr./wk | DHHS | \$23,674 | \$23,674 |
| | Mental Health Association case manager - 18 hr./wk | DHHS contract | \$35,000 | \$35,000 |
| | therapist - 26 hr./wk ¹ | MD Dept. of Education Grant to MCPS | \$14,000 | \$14,000 |
| | | Cafritz Foundation donation to MHA | \$2,500 | \$2,500 |
| School Based Health Center | DHHS school nurse - 40 hr./wk technician - 30 hr./wk principal admin. aide - 13 hr./wk ³ | DHHS | ² | ² |
| | Holy Cross Hospital nurse practitioner - 20 hr./wk physician - 4 hr./wk | Robert Wood Johnson Foundation Grant to DHHS | \$50,000 | \$50,000 |
| Parent and Student Activities | Linkages staff | Community Use of Public Facilities donation to DHHS | \$250 | \$0 |
| | | DHHS Neighbhd. Empower. Grant | \$225 | \$0 |
| Child Care | private child care provider | Montgomery County Community Foundation Grant to DHHS | \$700 | \$500 |
| | | Total | \$126,349 | \$125,674 |

¹ The Maryland State Department of Education grant to MCPS funds 14 hours of the therapist time. The Cafritz Foundation donation to MHA funds five hours of therapist time. Part of DHHS' \$35,000 contract with MHA funds an additional seven hours of therapist time and funds the case manager position.

² The dollar amounts in the table represent the incremental cost of the Linkages to Learning program. Costs that the County would incur absent the Linkages program are not listed. The table does not include the funding amount for health services because DHHS assigns a full-time School Community Health Nurse and a Health Room Technician to the school whether or not the Linkages program exists.

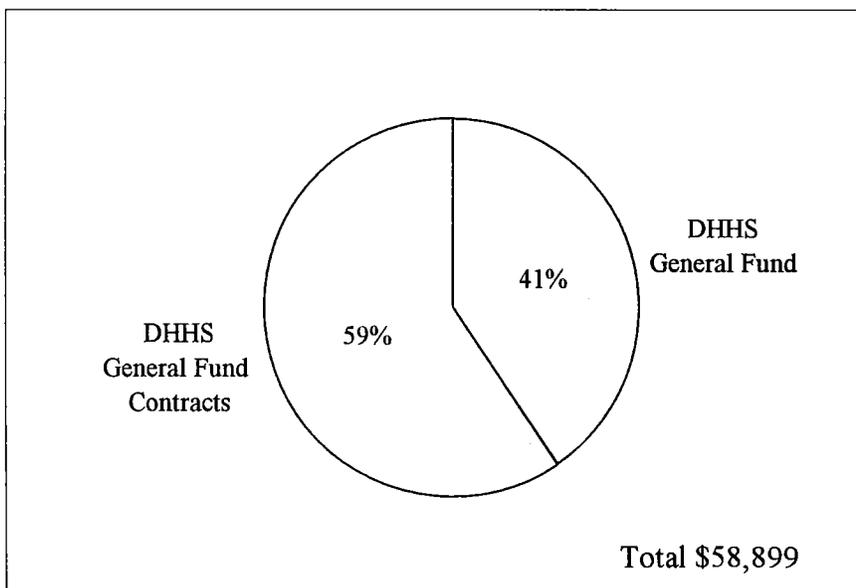
³ The principal administrative aide performs data entry tasks at Broad Acres, Harmony Hills, and the Rocking Horse Road Center for a total of 40 hr./wk. School Health Services funds the position.

Who Pays for Linkages to Learning at Harmony Hills Elementary School?



Note: Graph does not include \$250 donated by the Office of Community Use of Public Facilities.

How Much Does DHHS Contract Out?



IV. Summary of Findings

The Linkages to Learning 1997 Annual Report describes the program as a collaborative effort among the Montgomery County Department of Health and Human Services (DHHS), Montgomery County Public Schools (MCPS), private agencies, local businesses, community groups and volunteers. The purpose of the Linkages program is to address the social, emotional, educational and health problems that interfere with children's abilities to succeed in school, at home and in the community by providing school based health and human services.

This OLO budget project described the Linkages to Learning sites, staff, services and funding. It provided a funding profile of the entire program and each Linkages site, including the funding sources and amounts. This section of the memorandum report summarizes OLO's findings.

I. Overview

1. The Linkages to Learning program operates at seven Montgomery County Public School sites: Broad Acres Elementary School, Gaithersburg Middle School, Greencastle Elementary School, Harmony Hills Elementary School, Highland Elementary School, the Mark Twain School, and Summit Hall Elementary School.
2. The services provided at each Linkages site vary depending on the resources available and the needs of the students and their families. Basic Linkages to Learning services include case management, mental health services, and health services:
 - All of the Linkages sites include staff to provide case management services;
 - Five of the seven sites provide mental health services;
 - Two of the sites (Broad Acres and Harmony Hills) include comprehensive health services through School Based Health Centers. The health services at the other five sites are similar to those provided by DHHS at all MCPS schools.

Some sites also provide supplemental services/activities, such as after-school, evening, and summer activities for students and their families.

3. The staff hours per week at each site also vary based on available resources. The number of staff hours assigned specifically to each school varies significantly from a low of 66 hours per week (Greencastle Elementary School) to a high of 218 hours per week (Broad Acres Elementary School.) These hours include the time of case managers, mental health therapists, community services aides, School Community Health Nurses, Health Room Technicians, physicians, nurse practitioners, and instructional assistants; these hours do not include volunteers' time at the Linkages sites.

4. The space available for Linkages services also varies from site to site. Montgomery County Public Schools (MCPS) provide program space in five of the seven Linkages to Learning sites at no cost to DHHS. MCPS also cleans and maintains the space in the schools. DHHS pays for furniture and equipment.

Linkages to Learning staff provide all services at Broad Acres Elementary School in a modular facility attached to the school. In FY 98, MCPS provides space for the Harmony Hills School Based Health Center and DHHS rents a trailer for the other Linkages services and staff at Harmony Hills.

II. Linkages Funding Summary

1. This memorandum report summarized the total Linkages to Learning budget and reviewed the budget of each Linkages site. It included the funds provided by the Department of Health and Human Services, other County government offices, Montgomery County Public Schools, the State and Federal governments, the City of Gaithersburg, businesses, foundations, and non-profit organizations.

The analysis included costs of direct service and central DHHS administration costs that are tracked and quantified by DHHS. It did not include costs of volunteer time or donated items that DHHS does not quantify. The analysis also did not include costs that the County would incur absent the Linkages program, e.g., cost of school health staff that would be assigned anyway. The FY 99 proposed budget figures do not include funds for pay adjustments or inflationary adjustments to contracts. The County budgets separately for these changes.

2. The total Linkages to Learning program budget (all sources) in FY 98 totals \$868,105. Of the total FY 98 budget, 80 percent funds direct services at Linkages sites and 20 percent funds program administration costs (including personnel and operating expenses). The anticipated program funding in FY 99 is \$936,373 a \$68,268 (8%) increase from FY 98.

Table 15: Linkages to Learning Funding - FY 98 Budgeted and FY 99 Proposed

| | FY 98 Budgeted | FY 99 Proposed | Change from FY 98 to FY 99 \$/% |
|----------------|---------------------------|---------------------------|--|
| Administration | \$174,133 | \$254,213 | \$80,080 (+46%) |
| Direct Service | \$693,972 | \$682,160 | \$11,812 (-2%) |
| Total | \$868,105 | \$936,373 | \$68,268 (+8%) |

3. A variety of public and private sources fund the Linkages to Learning program.. DHHS funds 56 percent of the total program cost in FY 98. The majority of the remaining funding comes from the Robert Wood Johnson Foundation (12% of total), the State of Maryland (14% of total), and the US Department of Education (10% of total). These three sources only fund services at three of the seven Linkages sites. The Office of Community Use of Public Facilities, the City of Gaithersburg, MCPS, and a number of other private and non-profit organizations each provide less than three percent of the total Linkages funding.
4. A combination of DHHS staff, contract staff, and volunteers provide Linkages to Learning services. In FY 98, DHHS spends approximately 30 percent of the DHHS Linkages funds for contracts with other service providers. DHHS contracts for all Linkages mental health services. Aside from School Health Services staff, contractors provide all of the Linkages services at Greencastle Elementary School, Gaithersburg Middle School, and Broad Acres Elementary School.
5. The proposed increase in Linkages funding in FY 99 is almost all in the administration budget for the program. The single largest increase in the proposed FY 99 budget is \$45,000 for a non-profit representative on the three person Linkages Resource Team; this governance team will also include representatives from DHHS and MCPS.

The proposed FY 99 administration budget also includes an additional \$62,405 for miscellaneous operating expenses. These are being funded by a grant from the Collaboration Council for Children, Youth, and Families.

6. The proposed Linkages budget for direct services decreases slightly in FY 99 due to expired grants, and discontinued donations. Because the expiring grants do not fund basic case management or mental health services, the basic Linkages services provided at each site are expected to remain essentially the same in FY 99. The expired grants and donations are relatively small dollar amounts and the Linkages staff is optimistic about replacing them as the year goes on.
7. The following grants expire at the end of FY 99 and FY 2000:
 - US Department of Education grant (\$88,000 in FY 98 and \$76,000 in FY 99);
 - Maryland Department of Education grant (\$8,500 annually in FY 98 and FY 99); and
 - Robert Wood Johnson Foundation grant (\$100,000 annually in FY 97, FY 98, FY 99, and FY 2000).

These grants fund direct services and are relatively large dollar amounts. The loss of these funds will severely impact the delivery of basic Linkages to Learning services. While smaller grants that fund supplemental Linkages services expire frequently, they are more easily replaced by other grants and donations. Large grants that fund direct services will be more challenging to replace.

III. Funding Profile By Linkages Site

1. This memorandum report reviewed the funding profile for each Linkages to Learning site. The cost of the Linkages program at each site varies. Table 16 shows the cost per site in FY 98; the Linkages budget ranges from a low of \$15,000 (Greencastle) to a high of \$169,541 (Summit Hall). Table 16 also indicates the proportion of each site's funding that DHHS provides; this ranges from 0% (Mark Twain, Broad Acres) to 100% (Greencastle.)

Table 16: Linkages to Learning Funding By Site - FY 98

| Site | Total FY 98 Cost | Percent DHHS Funded |
|--------------------------|-------------------------|----------------------------|
| Greencastle Elementary | \$15,000 | 100% |
| Gaithersburg Middle | \$26,221 | 81% |
| Mark Twain School | \$56,000 | 0% |
| Harmony Hills Elementary | \$126,349 | 47% |
| Highland Elementary | \$131,170 | 98% |
| Broad Acres Elementary | \$167,091 | Less than 1% |
| Summit Hall Elementary | \$169,541 | 65% |
| Total | \$691,372 | 56% |

2. The Greencastle Linkages program budget is the smallest of the seven sites. DHHS funds the entire program at Greencastle. In FY 98, the staff at the site include a part-time case manager and regular school health services staff. The services at Greencastle are expected to remain essentially the same in FY 99.
3. For the majority of FY 98, the Gaithersburg Middle School Linkages program only provided case management and routine school health services. In April 1998, MCPS contracted for a mental health therapist at the school (15 hr./wk). A State grant funds that position through December FY 99.
4. In FY 98 and FY 99, the Linkages staff at Mark Twain consists of a full-time case manager and school health services staff. The State of Maryland System Reform Initiative funds the case manager at the site. Other service providers, outside the Linkages program, supplement the Linkages case management services at Mark Twain.
5. The Linkages program at Harmony Hills includes case management services, mental health services, a School Based Health Center, parent and student activities, and child care. DHHS funds 47 percent of the program at Harmony Hills. The School Based Health Center is largely funded through a Robert Wood Johnson grant that expires in FY 2000.

6. The Linkages staff at Highland Elementary School also provide case management, mental health, and health services, as well as summer family activities, parent groups, and child care. DHHS funds approximately 98 percent of the Linkages program at Highland.
7. Broad Acres students can access basic Linkages case management and mental health services, as well as more extensive health services at a School Based Health Center. US Department of Education, State Department of Education, and Robert Wood Johnson Foundation grants fund more than 99 percent of the Linkages services at Broad Acres. These outside sources of revenue expire in FY 99 or FY 2000.
8. Summit Hall Elementary School has the largest budget of the seven Linkages sites. Case management, mental health, and health services are available at Summit Hall. In addition, the Linkages staff and other community partners implement tutoring, after-school activities, summer family activities, and parent groups at the site. The City of Gaithersburg, MCPS, and other organizations provide approximately 35 percent of the site's funding.

Acknowledgment

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