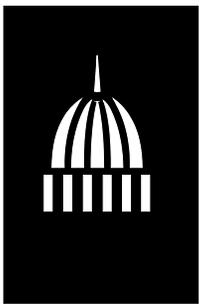


**Commonwealth Council on Childhood Success  
Governance and Data Workgroup  
November 24<sup>th</sup> Meeting**

Agenda

- Introductions
- Review purpose of workgroup
- Review key dates for workgroup
- Discuss results of survey
- Questions for next meeting

**Next meeting: Friday, December 5th at 11:30am**



# NCSL MEMO

NATIONAL CONFERENCE *of* STATE LEGISLATURES

## NCSL MEMO

To: Honorable K. Robert Krupika

From: Sera Treston-Pastore, NCSL

Date: November 2014

Subject: Research on state governance of early childhood education

### Overview:

In recent years, states have examined and revised components of state ECE governance by legislative and or administrative means. States that have implemented governance changes by consolidating, merging or creating new entities include Arkansas, Connecticut, Florida, Georgia, Illinois, Kentucky, Maryland, Michigan, New Mexico, North Carolina, Ohio, Oregon, Pennsylvania, Vermont, Virginia and Washington. However, the extent to which states are able to consolidate *all* or *most* programs and services under a single entity varies widely.

Build Initiative released a report in May 2013 entitle A Framework for Choosing a State-Level Early Childhood Governance System available -

<http://www.buildinitiative.org/Portals/0/Uploads/Documents/Early%20Childhood%20Governance%20for%20Web.pdf>

- Provides an overview of three state governance structures – coordinated governance, consolidated governance, creation of a new agency.
- Reviews current state examples and practices for each of the three models.
- Provides an assessment of the challenges and advantages of each governance model.
- Makes recommendations for state leaders to help determine which structure might work for their state.

### State Governance Models and Legislative Actions:

<b><i>GEORGIA Bright from the Start: Georgia Department of Early Care and Learning</i></b>	
Governance Model	Consolidation/Stand-alone new agency or department.
Year Established and Mechanism	<b>2004 (SB 456)</b> <a href="http://www.legis.ga.gov/Legislation/20032004/40938.pdf">http://www.legis.ga.gov/Legislation/20032004/40938.pdf</a>
Authority	Fiscal, policy setting, rule-making
Description of Governance Change	The department was formed by merging the Office of School Readiness with units from the Department of Human Resources, the Department of Education, and the Georgia Child Care Council.
Programs Involved in Integration	Child care subsidy, licensing, quality Head Start State Collaboration State pre-K Other: CACFP, Even Start, child care resource and referrals

Programs not Involved	Child care subsidy (Department of Human Resources) Early Intervention-Part C (Department of Human Resources) Home Visiting (Governor's Office of Children and Families)
Additional Resources	<a href="http://www.decal.ga.gov/">http://www.decal.ga.gov/</a>

<b><i>MARYLAND Division of Early Childhood Development</i></b>	
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Governance Model	State-level Office within an existing state department (Maryland State Department of Education).
Year Established and Mechanism	<b>2005 (HB 932)</b> <a href="http://mgaleg.maryland.gov/2005rs/bills/hb/hb0932e.pdf">http://mgaleg.maryland.gov/2005rs/bills/hb/hb0932e.pdf</a>
Authority	Fiscal, policy setting, rule-making
Description of Governance Change	Combine functions previously assigned to the former Early Learning Branch and Department of Human Services.
Programs Involved in Integration	Child care licensing, quality State Head Start State pre-K Other: Early childhood mental health, child care resource and referrals
Programs not Involved	Child care subsidy (Department of Human Resources) Early Intervention-Part C (Department of Education) Preschool Special Education-Part B (Department of Education)
Additional Resources	<a href="http://www.marylandpublicschools.org/MSDE/divisions/child_care/">http://www.marylandpublicschools.org/MSDE/divisions/child_care/</a>

<b><i>MASSACHUSETTS Department of Early Care and Education</i></b>	
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Governance Model	Consolidation/stand-alone new agency or department. State-level independent agency.
Year Established and Mechanism	<b>2005 (Chapter 15D)</b> <a href="http://www.malegislature.gov/Laws/SessionLaws/Acts/2004/Chapter205">http://www.malegislature.gov/Laws/SessionLaws/Acts/2004/Chapter205</a>
Authority	Fiscal, policy setting, rule-making
Description of Governance Change	A primary goal of the consolidation of various ECE agencies under the Executive Office of Health and Human Services was to reduce program duplication and overlap across different agencies such as human services and education.
Programs Involved in Integration	Child care subsidy, licensing, quality State Head Start State pre-K State Head Start Preschool special education-Part B
Programs not Involved	Early intervention-Part C (Department of Public Health) Home visiting (Department of Health and Human Services)
Additional Resources	<a href="http://www.mass.gov/edu/government/departments-and-boards/department-of-early-education-and-care/">http://www.mass.gov/edu/government/departments-and-boards/department-of-early-education-and-care/</a> . Also see the Early Education and Care Board ( <a href="http://www.mass.gov/edu/government/departments-and-boards/board-of-early-education-and-care/">http://www.mass.gov/edu/government/departments-and-boards/board-of-early-education-and-care/</a> )

<b><i>PENNSYLVANIA Office of Child Development and Early Learning (OCDEL)</i></b>	
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Governance Model	Administrative integration across agencies – Oversight is jointly
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	shared between the Department of Public Welfare and Department of Education.
Year Established and Mechanism	<b>2004 (HB 4904)</b> <a href="http://www.malegislature.gov/Laws/SessionLaws/Acts/2004/Chapter205">http://www.malegislature.gov/Laws/SessionLaws/Acts/2004/Chapter205</a>
Authority	Fiscal, policy setting, rule-making, staffing.
Description of Governance Change	Direct ECE programs under one authority and apply uniform standards across agencies (data, professional development, QRIS, assessment, accountability).
Programs Involved in Integration	Child care subsidy, licensing, quality Head Start State Collaboration Preschool Special Education-Part B State full-day kindergarten Home visiting Other: Children's Trust Fund
Programs not Involved	State pre-K (Department of Education) Early Intervention-Part C (Department of Education)
Additional Resources	<a href="http://www.dpw.state.pa.us/dpworganization/%20officeofchilddevelopmentandearlylearning/index.htm">http://www.dpw.state.pa.us/dpworganization/%20officeofchilddevelopmentandearlylearning/index.htm</a>

#### ***WASHINGTON Department of Early Learning***

Governance Model	Cabinet level, non-commissioner level position, director appointed by Governor.
Year Established and Mechanism	<b>2006 (2SBH 2964)</b> <a href="http://apps.leg.wa.gov/documents/billdocs/2005-06/Pdf/Bills/Session%20Laws/House/2964-S2.SL.pdf">http://apps.leg.wa.gov/documents/billdocs/2005-06/Pdf/Bills/Session%20Laws/House/2964-S2.SL.pdf</a>
Authority	Fiscal, policy setting, rule-making
Description of Governance Change	Systems-level coordination and merging of several different entities
Programs Involved in Integration	Child care subsidy, licensing, quality State Head Start State pre-K Early Intervention-Part C State full-day kindergarten Home Visiting
Programs not Involved	Preschool Special Education-Part B (Department of Public Instruction)
Additional Resources	<a href="http://www.del.wa.gov/about/what.aspx">http://www.del.wa.gov/about/what.aspx</a> <a href="http://thrivebyfivewa.org/about/">http://thrivebyfivewa.org/about/</a> (Thrive by Five is a nonprofit public-private partnership that works closely with DEL and the Department of Public Instruction.)

#### **National Conference of State Legislatures Childcare and Early Education Legislative Actions Report:**

- [2013 Legislative Action Report](#)
- [2012 Legislative Action Report](#)
- [2011 Legislative Action Report](#)

#### **Additional Resources:**

- U.S. Department of Health and Human Services, Early Care and Education Governance Structures: State/Territory  
[https://childcareta.acf.hhs.gov/sites/default/files/1307\\_governance\\_structure\\_state\\_territory\\_examples.pdf](https://childcareta.acf.hhs.gov/sites/default/files/1307_governance_structure_state_territory_examples.pdf)

## **Governance and Data Workgroup Survey Responses**

### **What do you think is working in Virginia's current early childhood governance system?**

- I am not sure at this time.
- I am not an expert on the current governance system, so I will focus on what I think is most important. First, governance should manage a variety of policies and services to promote efficiency, excellence and equity. My sense is that currently systems are fragmented, and the goals should be to reduce fragmentation, variations in quality, an inequity in programs and services. Second, governance is more a strategy, and changes should be made to achieve critical early childhood goals. I think there should be consensus on these goals.
- I am not clear what Virginia's current early childhood governance system is. We have had and continue to have many different groups meeting together but to my knowledge never one early childhood governance system. That said, there are many people passionate about early childhood and the importance of high quality early childhood programs and services and starting as early as possible with children (birth to age eight). There has been a lot of quality work done through a variety of stakeholder groups and I see those groups as having achieved many goals even without one governance system.
- I think the leadership that VECF has provided is keeping the momentum going, but that we need a formal governance system.

### **What, if anything, should we consider changing?**

- We need an early childhood governance system and one that can maintain itself through changes in state administration including changes in legislators, Commissioners and Governors. Not sure if that will be the role of the new Children's Cabinet, this group or something else but it is definitely needed. Each time there is a change politically we seem to go backwards and lose momentum as initiatives under one Governor are not typically continued by another Governor especially if there is a change in political party. Also having one term Governors makes this even more challenging. We could not apply for a significant federal grant last year because there was no early childhood governance/leadership team in place, the administration was changing and as a result, there were no Commissioners in place to approve and sign off. There are so many high level groups in Virginia with similar goals or overlapping goals related to early childhood. Very confusing who is responsible for what and whether the different groups talk to each other or try to combine efforts or look at gaps. Appears disjointed/fragmented. Would be very helpful to have a clear structure in Virginia for oversight of early childhood policies/goals/funding etc. Also, funding opportunities through federal grants now all require collaboration among state and local agencies. We have had difficulty finding easy ways to share funding for a common purpose as government procedures typically do not allow for this. The State ECMH Coordinator position is funded by 3 state agencies but it took 2 years to finally find a way to bring the funding together because state agencies were not set up to do this. Is there a way this could be looked at to allow different agencies easier and faster ways to do such collaboration?
- It would be beneficial to have a high-level and official position that serves as the leader and coordinator for all early childhood initiatives. There is a need for leadership that can bridge the public and private sectors, while also being an official part of state government--we do not currently have both in an official capacity. It would be ideal to have a non-profit organization empowered with an official leadership role in early childhood, and have authority to receive state dollars as a state agency. Ideally, there would be an organization, such as VECF, that housed a state agency or was otherwise empowered to accept state

## **Governance and Data Workgroup Survey Responses**

dollars without competitive procurement or sole source requirements. The Code of Virginia already has examples of such organizations, including the Center for Innovative Technology. § 2.2-2221.01. Designation of staff of Center for Innovative Technology. The Board of the Authority may designate the President and staff of the Center for Innovative Technology to carry out the day-to-day operations and activities of the Authority and to perform such other duties as may be directed by the Board. (2008, cc. 70, 610.)

- We should get commitment from all of the EC agencies to participate, perhaps through an MOU. I'm not sure if the effort is funded.
- I think you can look at three kinds of governance structures--coordination and collaboration among agencies (when administrative authority is located in different agencies and secretariats); consolidation (where multiple programs are administered by the same agency); and creation of a single agency focused on early childhood education and care. I have no view as to which of these governance models would work best for Virginia, but I think one can examine the advantages and challenges of each of these structures.

### **What do you think our priorities should be in regards to the use of data in early childhood services?**

- Need a mechanism to share data. Lots of data out there being collected but also gaps in critical data needed. There is currently no mechanism to link the data available. Have had funded projects to look at this in Virginia for early childhood but no ongoing funding to put in place the recommendations. This is needed so we can make informed decisions about our youngest children in Virginia by having clear consistent data indicators and the ability to review the results and to share this with each other.
- The first question is why are we collecting data--to assess program performance and quality; help determine access to high-quality programs; develop and analyze child outcomes. The second question is how is the data used--who has access to the data and how can it be used to guide decision making and promote continuous improvement.
- Through a facilitated series of meetings, several agencies identified the following high-level priority or "burning" questions. I also have a more detailed list of questions that agencies developed in this process.
  - How can Virginia ensure that children and families can access early childhood programs and services to facilitate child health and development, and increase children's school readiness?
  - How can Virginia determine whether early childhood program funds are used effectively to maximize return on investment for taxpayers?
  - How can Virginia improve early childhood program quality to maximize the benefits to children and families?
  - How can Virginia improve the early childhood workforce while ensuring that families can afford the supports they need?
- What EC programs lead to student success in elementary school?
- At this point, it would be helpful to get a broad understanding of the various agencies providing services in the early childhood arena, a description of the types of services offered, and the number and age-span of children impacted.

### **What questions do you think we should answer about early childhood governance?**

- What aspects of existing governance structures are currently strong, in that they efficiently use available resources to strengthen the early childhood system, benefiting children,

## **Governance and Data Workgroup Survey Responses**

families, and communities? Where are the gaps in Virginia's existing governance structures, and what are viable options to fill those gaps? Are there overlaps and gaps in programs that results from distributed governance structures? How can this committee support existing efforts to increase and sustain political leadership for strengthening Virginia's early childhood system, recognizing the executive and legislative election cycle.

- The questions that I raised in the above answers, regarding how to promote efficiency, excellence and equity. The development of consensus on early childhood goals would help determine what may be the most effective governance system.
- The Who, What, Where, How, and When needs to be clear in governing early childhood in Virginia. Who (agency or entity) is identified to govern early childhood? Who else will be included or have input (stakeholders)? Who reports to whom? What will be governed? What procedures are needed? Where will this be done? How will this be done? What timelines need to be established? etc.
- Who are the participating agencies and what is their level of commitment? What are the policy questions that need answering? Who is in a position to do research to answer the questions? How will the answers be communicated and to whom? Who is in charge? Is there funding for this? Do we need a neutral third party to facilitate governance (VECF)?
- Which state agencies or other entities provide large-scale services to preschool-aged children? Which areas of the commonwealth are in need of additional services for preschool-aged children? What additional services are needed? Why are services not reaching these areas?

### **What questions do you think we should answer about early childhood data?**

- What data indicators do we already have? What data indicators are missing but needed? How will we have data systems talk to each other or share data? What is needed to do this? How will the data be used? What reports are needed that clearly summarize key data so we have a picture of Virginia's youngest children and the ability to look at trends over time. How do we evaluate what we are doing?
- The two questions that I raised above would guide discussion about early childhood data. Since I am not an expert in this area, I am assuming that child-level data across different early childhood programs are not all linked. I am not certain whether Virginia can link child level data to K-12 data, social services data and state health data. I am also not certain whether Virginia has a data governance structure that allows for secure data sharing among agencies and management of the security and use of data. Similarly, I do not know whether data is well coordinated among state and federally funded programs.
- What is the quality of the available data? What is the accessibility of the data?
- What critical data are missing to help the state understand the influence of taxpayer dollars on children's school readiness and lifelong success? How can these data be collected? (Note: This isn't just about VPI dollars. There are a lot of taxpayer dollars wrapped up in child care subsidies and other programs that need to be assessed). To what extent is the Commonwealth lacking resources to use existing data to answer important questions and to inform the policy and program improvement strategies? If resources become available, what are the highest priority questions to begin answering?
- Same as above.

### **What should be our goals in regards to early childhood governance and this workgroup?**

## **Governance and Data Workgroup Survey Responses**

- Identify politically feasible approaches to strengthen governance and leadership for the distributed early childhood services currently administered at the state level (includes state and federal programs) - identify Virginia's highest priority policy questions that may be answered through research using state administrative data - identify and propose feasible ways to fill gaps in critical data needed to answer priority questions
- Identify participating agencies. Secure agency commitment. Define policy questions. Define "rules of engagement" - who will have access to the data and for what reasons, who will approve research and research artifacts? (the VLDS is a good example of work already done in this area)
- I may need more information about our purpose but it is my understanding that we need to come up with recommendations to move forward to the Council and ultimately the Governor. I am not clear if this is a short term group or we will continue beyond this initial responsibility. Could we recommend that we determine common language so we are all talking from the same page when we use common terms in Virginia? For example, the word "children" is often used but does not always include children birth to age 8 when applied to funding or services for example. What is the vision we want for early childhood in Virginia? From the vision can be the mission and eventually the plan for how to do this. Recommend ways we could develop these for Virginia. For example: Recommend that we look at how we can build off of existing resources and initiatives in Virginia and look for ways to use information already identified as needed in Virginia as well as ideas for how to fiscally support or find other resources to support these efforts. For example, Virginia's Plan for Smart Beginnings attempted to pull all strategic plans of agencies serving early childhood into one strategic plan for Virginia. Although the initial plan still exists, it needs to be reviewed and updated. Could we recommend that this be looked at together so we can build off of it? Can we identify other key work that has been done in Virginia and do the same? For example: There were a set of recommendations developed by early childhood stakeholder groups to move forward to the Early Childhood Advisory Council (ECAC) last year but then the ECAC was dissolved. Could we look at those recommendations to see what is still applicable? There are other key stakeholder groups meeting on a regular basis that have put in place some key initiatives i.e. the Virginia Cross Sector Professional Development Leadership Team, the Early Childhood Mental Health Virginia Initiative and Advisory Board etc. Can we take a look at those efforts and their recommendations as well as identify others to do the same? Could we Identify and recommend a mechanism that allows early childhood stakeholders/leaders/funders etc. to come together on a regular basis to evaluate where we are and where we need to move to, to share what is happening under various initiatives and to pull efforts together?
- Provide an overview of services offered across the state. Identify areas of overlap or gaps in services.
- First, to get satisfactory answers to key questions that would give us a snapshot of the current governance and data systems. Second, to review Virginia's critical early childhood goals. Then, to look at coordination and collaboration among state education, social service and health programs and data collection, dissemination and use of data. Finally, to look at alternative models of governance and data collection and use to determine whether any changes in these areas would be beneficial to achieve Virginia's early childhood goals.

Data and Governance Workgroup Meeting Notes  
November 24, 2014

Next Meeting Dec 5, 2014 at 11:30am, Oliver Hill Building (102 Governor Street, Richmond VA 23218)

Meeting Notes

- 1) Discussed role of committee to evaluate and consider recommendations 1) related to how Virginia manages the governance of early childhood programs, and 2) related to the collection and use of data to coordinate and evaluate such programs as well as needs in the state.
- 2) Agreed that the Dec. 5th meeting would focus on:
  - 1) A review of Data systems in Virginia: Bethann Canada
  - 2) A review of the current Governance Structure in Virginia: Rob Krupicka
  - 3) A review of the analysis of the survey results
  - 4) A discussion of questions and next steps related to the topics discussed.
- 3) Agreed the subsequent meeting would focus on:
  - 1) A review of the current governance process/structure for each agency represented on the workgroup.
  - 2) A review of/update on any calls with states regarding their reorganization efforts.
  - 3) A discussion of questions and next steps related to the topics discussed.
- 4) Agreed that the goal for the January meeting of the full Council for Childhood Success would be a statement of work outlining what we had discussed to date and what we plan to discuss going forward.
- 5) Agreed that a sub-group (Rob Krupicka, Jim Schuyler, Crystal Coles) would hold calls with states that have gone through governance re-organizations to discuss/learn from their experiences. During the call, it was suggested that we look at questions of costs of re-organizations and any savings or extra costs that come from re-organizations as well as at the use of data analysis and related resources to make effective use of data systems.
- 6) Rob Krupicka will send out draft questions for state governance calls to get feedback from the group.
- 7) Rob Krupicka to reach out to Build and the Early Childhood Data Collaborative to ask for their support of the workgroup's work.

Attached with these notes:

- 1) [A link to the workgroup survey for those that have not filled it out yet.](#)
- 2) [A link to the Build Initiative for background on governance around the country.](#)
  - 1) The Build Initiative "[Framework for Choosing a State-Level Early Childhood Governance System](#)"
  - 2) The Build Initiative "[Vision to Practice: Setting a New Course for Early Childhood Governance](#)"
- 3) [A link to the Early Childhood Data Collaborative for background on data approaches.](#)
- 4) A list of all members of the workgroup with their contact information. (Attached)