



Early Childhood Governance

A toolkit of curated resources to assist state leaders

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For more information on this and other early childhood topics please visit The Office of Child Care's Technical Assistance webpage at <https://childcareta.acf.hhs.gov/> and the Office of Head Start's Technical Assistance webpage at <https://eclkc.ohs.acf.hhs.gov/about-us/article/training-technical-assistance-centers>.

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Purpose and Organization of the Toolkit

States are leading significant early childhood systems change efforts, seeking stronger early childhood systems with improved services and outcomes for children, families, and communities. Governance can be a key strategy to help bring about these systems changes. We designed this governance toolkit with state early childhood leaders in mind, aiming to provide state leaders with information and resources so that governance is understood as a part of their systems change work.

This toolkit of curated resources contains introductory information for those who are initially considering a focus on governance by providing definitions, a short overview, and materials about key facets of governance including varying approaches and models. For those who are already considering governance reforms, we provide more in-depth materials that include a guide for those looking at governance structures and deeper dives examining different aspects of governance in states. The concluding section provides information on systems frameworks, as a reinforcement that governance is one of several critical elements for achieving an equitable early childhood system at the state level. A companion toolkit focusing on financing is available at

<https://childcareta.acf.hhs.gov/resource/early-childhood-finance-toolkit>.

This toolkit draws upon definitions of the early childhood system and governance, as noted below.

Definitions

Early Childhood System refers to key components that address the needs of young children and their families, including health, mental health, and nutrition; early learning; family support; and special needs/early intervention. Each of the components include a number of different services and supports for young children and their families. Source: BUILD Initiative-

https://www.buildinitiative.org/Portals/0/Uploads/Documents/Four_Ovals_paper.pdf

Early Childhood Governance refers to a state's organizational structures and its placement of authority and accountability for making program policy, financing, and implementation decisions for publicly funded early care and education for children birth to age 5. Governance is the means by which authority and accountability for certain functions is allocated.

Sources: Early Childhood Technical Assistance Center. (n.d.). *System Framework Glossary*. Early Childhood Technical Assistance Center. <https://ectacenter.org/sysframe/glossary.asp#Governance>

Regenstein, E., & Lipper, K. (2013). *A Framework for Choosing a State-Level Early Childhood Governance System*. The Build Initiative.

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

To make it easier to find information at a glance, icons are used next to materials as follows:

The following icons indicate specific program areas throughout the document:

			
Early Childhood Care and Education <i>(this includes Child Care, Head Start, Pre-Kindergarten, Part B/Part C)</i>	Health/ Mental Health	Home Visiting	Part B/Part C

Finally, this toolkit focuses on materials that are readily available, free, and online. Additional materials that may include fees can be found at **Research Connections**, a project of the **Office of Planning, Research and Evaluation (OPRE)** at the Administration for Children and Families (ACF), U.S. Department of Health and Human Services (HHS). Visit <https://www.researchconnections.org/childcare/search/resources?topic=9> to explore a comprehensive library of child care and early education research, survey instruments, research tools, and federal resources. Users can insert governance in the search function to pull up very focused resources beyond those cited in this toolkit.

Introduction to Governance in the Early Childhood System

This toolkit focuses on governance at the state level for a variety of reasons. First, the Preschool Development Grant B-5 operates at the state level. The public sector is responsible as an initiator and organizer of the work. Second, states are the prime host for major federal funding streams that support early childhood, with the federal government transferring resources to the states and states taking the lead in policy and program design and oversight for implementation. For many of the federal funding streams available to support the early childhood system, states have a great deal of policy and program latitude and are exercising discretion and can shape their approach to both design and implementation within their own early childhood vision in a relatively unconstrained manner.

One significant purpose of governance is to advance a state's core mission and goals, which typically involves assuring there is a system of accessible, high-quality early childhood services and the supports to produce and monitor access and quality that meets the developmental and learning needs of children and are responsive to family and community values and conditions. Increasingly there is an emphasis on whether the early childhood system is equitable, and this focus on equity has implications for how states govern. From an equity perspective, states are being challenged to plan and act in what is known as targeted universalism, an inclusive approach for implementing population-level interventions by setting universal goals and using targeted processes to achieve those goals (Powell et al., 2019). Governance is also a critical element that states can leverage in support of their policy and

program vision. Finally, an important purpose of state governance is to assure an efficient and accountable public structure.

As states seek to reform their early childhood governance, and in particular their early care and education governance, they typically do so to advance critical policy goals. Early childhood governance can be part of the solution to challenging problems that can mar the benefits of early childhood programming for children and families and create over-burdened public sector approaches that do not adequately leverage public expenditures.

Ultimately, for state governance to be successful and fulfill its important role in the early childhood system it needs (1) adequate resources, authority and accountability; (2) legitimacy in the eyes of stakeholders; (3) sufficient capacity, expertise, and capability to do the work; and (4) progress on the outcomes expected for children, families, early childhood providers and the system as a whole.

Table 1 summarizes issues that often lead states to decide to address governance in early childhood as part of their core work.

Table 1. Why States Undertake Early Childhood (EC) Governance Reform

Issue	Description of Issue
Fragmentation	<p>Addressing dispersed authority and accountability for key early childhood services. States find that with the authority and accountability for early childhood typically scattered across multiple state agencies, and with different offices/bureaus/divisions located within these agencies, fragmentation occurs at the state, program, and family level. When confronted with fragmentation, states may opt to focus on one of these solutions:</p> <p>Coordination - Connecting the various parts of the early childhood system.</p> <p>Alignment - Uniting the system-wide elements such as quality standards, measurement, eligibility, and data.</p> <p>Integration - Merging previously distinct areas into one (i.e., a step beyond alignment).</p>
Sustainability	<p>Allowing the early childhood system to sustain itself over political and administrative changes. States find that their early childhood services and systems are too fragile to withstand political and administrative changes and seek governance changes to foster sustainability.</p>
Efficiency	<p>Improving allocation decisions, reducing duplication of effort, and helping to realize return on investment. States find that their current scattered, diffused oversight for early childhood service and systems impairs core principles around sound government stewardship. In this context, efficiency does not necessarily mean fewer staff or fewer dollars being spent but a smarter approach to allocations or strategies to reduce duplication of effort.</p>
Accountability	<p>Assuring public accountability in areas such as quality, availability, accessibility, equity, and outcomes. Accountability is a factor of any governance structure, but its change strategies are around integration and consolidation which makes it easier for stakeholders to see the accountability and ensure a consistent accountability approach.</p>
Quality	<p>Promoting consistent quality across the full continuum of early childhood services. States may find that quality across their early childhood services is not</p>

Issue	Description of Issue
	consistent. They might see a greater focus, for example, on quality in preK rather than in child care. Quality standards and expectations may not have been created with equity in mind and may not conform to the available best evidence. States use governance to focus on more consistent quality across the diversity of early childhood programming.
Equity	Improving inequities in the supply, distribution, access, use, quality and outcomes of services , taking into account needs by geography, age of child, and race/ethnicity, culture and language of children, families, and providers.

In short, states' governance can be part of a solution on the bigger issues, as well as policy and systems goals.

Approaches to Governance

This section includes resources on two facets of early childhood governance: state systems governance and systems of care governance. The first focus is on the governance structure of state early childhood agencies across different sectors with a primary focus on child care, education, and home visiting. Most resources classify governance structures by three commonly used categories:

- *Created* a separate state agency for children's programs
- *Consolidated* programs and funds into one agency
- *Coordinated* governance across one or more state agencies or governor's offices

The resources in this toolkit provide descriptions of the policy considerations, organizational functions and capacities, and other decisions necessary for stakeholders to consider when determining the best governance structure for programs serving young children and families. While the dominant focus of these materials is on early care and education, they are also relevant for those with a broader early childhood systems perspective that encompasses health, mental health, and home visiting.

The second focus is on the systems of care approach that is used to help integrate support for early childhood mental health into the early childhood system. Behavioral health services are delivered through a variety of funding mechanisms, including the federal mental health block grant that provides states with decisions about how to allocate funding to adults and children. These services are also impacted by the decisions made in other programs and funding streams. Within the behavioral health realm, the system of care movement has been a decades long effort to have mental health agencies, at the state, tribal, and territorial level, partner with all other child serving agencies to coordinate mental health service delivery with all other aspects of the early childhood system such as child care, preK, Head Start, Part B and C, child welfare, primary care, and home visiting. All resources included provide an introduction to the systems of care concepts with a particular focus on governance issues.

Early Childhood State Systems Governance



Atchison, B., & Diffey, L. (December 2018). *Education Trends: Governance in Early Childhood Education*. Education Commission of the States.

<https://www.ecs.org/governance-in-early-childhood-education/>

This report examines the different structures and strategies—including the creation of state offices, the consolidation of state offices, and collaboration and coordination across several state agencies—used in the states to govern early education. State examples and policy considerations are included to provide insight and help address the many challenges policymakers face when coordinating and aligning early childhood education.



Connors-Tadros, L., Grafwallner, R., Martella, J., & Schultz, T. (June 2018). *Defining Highly Effective Offices of Early Learning in State Education Agencies and Early Learning Agencies*. Center on Enhancing Early Learning Outcomes, National Institute for Early Education Research.

http://ceelo.org/wp-content/uploads/2018/07/Highly_Effective_SOEL_June_2018.pdf

This paper outlines a vision for an effective Office of Early Learning (OEL), regardless of the governance structure. Based on a review of the literature on leadership and organizational effectiveness, and interviews with early childhood state and national leaders, the paper identifies characteristics of high-performing OELs in three dimensions: Organizational Capacity, Organizational Effectiveness and Efficiency, and Leadership and Staff Capabilities. The paper is a first step toward a deeper understanding of what it takes to be a highly effective office of early learning in state government that improves outcomes for children.



Education Commission of the States. (November 2020). *Early Care and Education Governance: 50 State Comparison*.

<https://c0arw235.caspio.com/dp/b7f93000d7ea95c223b4db8a6f4->

This document lists all 50 states, and categorizes their early care and education governance structure by three categories: *Created*: The state has created a lead agency for early care and education with responsibility for multiple programs and functions; *Consolidated*: The state has consolidated multiple early care and education agencies and functions into a single agency that also has broader responsibilities; *Coordinated*: The state coordinates early care and education functions across two or more state agencies.



Regenstein, E. (June 2020). *Early Childhood Governance: Getting There From Here*. Foresight Law and Policy.

https://www.flpadvisors.com/uploads/4/2/4/2/42429949/flp_gettingtherefromhere_061120.pdf

This report provides a framework for making decisions about the governance of state early childhood systems. Based on interviews with state leaders and national experts, the report

identifies eight questions intended to be addressed in sequential order to guide decision-makers in a process to determine the governance structure best suited to the state's goals. A companion decision guide is available and referenced in the [Diagnostic Tools and Guide](#) section below.



State Capacity Building Center. (2019). *Early Childhood Systems Building Resource Guide: State Systems Guides*. U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Care.

<https://childcareta.acf.hhs.gov/resource/early-childhood-systems-building-resource-guide-state-systems-guides>

This site includes a series of eight guides on topics including leadership, strategic plans, financing strategically, and other topics. The site also includes a capacity building self-assessment tool that looks at the core functions and knowledge needed to work effectively in state government in support of ECE, and provides resources to help address any gaps identified.

Systems of Care Governance



Pires, S. (2002). *Building Systems of Care: A Primer*. National Technical Assistance Center for Children's Mental Health, Center for Child Health and Mental Health Policy, Georgetown University Child Development Center.

https://gucchd.georgetown.edu/products/PRIMER_CompleteBook.pdf

This system of care primer defines system of care governance as “decision-making at a policy level that has legitimacy, authority, and accountability.” The primer makes a distinction between governance—policy-level decision-making and oversight—and system management. The primer provides an overview of the system of care approach and provides detailed information about planning and implementation.



Davis, C., & Pires, S. A. (2015). *System of Care Governance*. The Technical Assistance Network for Children's Behavioral Health.

<https://theinstitute.umaryland.edu/media/ssw/institute/national-center-documents/System-of-Care-Governance-The-Role-of-Governance-within-Systems-of-Care.pdf>

This resource focuses on the critical elements of a system of care with a focus on governance. It shows how governance is supported by behavioral health authority and structural components.



Duran, F., & Shea, K. (June 2011). *Early Childhood Systems of Care: Lessons from the Field*. National Technical Assistance Center for Children's Mental Health, Georgetown University Center for Child and Human Development.

https://gucchdtacenter.georgetown.edu/resources/ECMHC/ECSOC_LessonsfromtheField.pdf

This resource focuses on lessons learned from sites attempting to implement a system of care approach in early childhood and provides examples around governance and other structural systemic issues.

State Specific Information

50 State Information

In some states, but not all, the governance approach is authorized by legislation. We offer a 50 state resource that provides this information for child care, Head Start and Early Head Start, state preK, home visiting, early intervention, Preschool Development Grants Birth through Five, and Quality Rating and Improvement systems. Each state puts its own unique spin on where its early childhood programs are located, and we offer organizational charts showing the placement of several key programs in the states. Finally, coordination within state government occurs even in states that have sought to create new early childhood education agencies or sought to consolidate these functions. No state has consolidated all early childhood services into one government agency. In any state, coordination of these services is an essential function. We offer information on states that have a formal approach to coordination. There is also information specific to the role of coordination in the federally mandated Part C Early Intervention State Interagency Coordinating Councils and a survey of Children's Cabinets and other state level coordinating bodies.

Statutory or Regulatory



Education Commission of the States. (2020, November 10). 50-State Comparison: Early Care and Education Governance. Early care and education governance: Is there an enabling statute, regulation or executive order?

<https://c0arw235.caspio.com/dp/b7f93000344615f1be9844ec8d72>

This site lists each states' early education and care offices and whether there is an enabling statute, regulation, or executive order. There is additional information on states' early care and education governance that provides responses to the questions below. Links are included after each question.

What is the name of the entity?

<https://c0arw235.caspio.com/dp/b7f9300062986ddad83e4f29b0ac>

What is the entity's category of oversight?

<https://c0arw235.caspio.com/dp/b7f930000d7ea95c223b4db8a6f4>

Does the state have dedicated capacity in the governor's office or an agency focused on supporting coordination among early care and education components?

<https://c0arw235.caspio.com/dp/b7f9300033bd941030c64995a2dc>

What are the primary responsibilities of the entity?

<https://c0arw235.caspio.com/dp/b7f9300052eb2611a5614d33a2cc>

What year was the entity created?

<https://c0arw235.caspio.com/dp/b7f93000628f63b1f6f441d08be5>

State Organization Charts



Bipartisan Policy Council. (2018, December 18). *Creating an Integrated Efficient Early Care and Education System to Support Children and Families: A State-by-State Analysis.*

<https://bipartisanpolicy.org/report/ece-administration-state-by-state/>

This resource provides individual state profiles, presented as an organization chart, covering the agency location of six federal funds that states administer: (1) Child Care and Development Fund (CCDF), (2) Temporary Assistance for Needy Families (TANF), (3) Individuals with Disabilities Education Act (IDEA) Part B, Section 619 preschool grants for children with disabilities, (4) IDEA Part C early intervention program for infants and toddlers with disabilities, (5) Child and Adult Care Food Program (CACFP), and (6) Head Start Collaboration Office. A state only program—State PreK—is also included, as well as the state’s advisory council, as established by the 2007 Head Start Act, and the state’s quality rating and improvement system. To view the state profile, scroll down the main page to find “State Profiles” and select “State Fact Sheet.” Each state profile contains a brief explanation of why these programs were selected, with a second page providing a visualization showing the federal government programs being tracked, and how they are placed within the state government at the primary agency level as well as division, office, or unit.



Education Commission of the States. (2020, November 10). *50-State Comparison: Early Care and Education Governance.*

<https://www.ecs.org/50-state-comparison-early-care-and-education-governance/>



Individual state profiles are provided that show where each of the following nine programs is administered at the state level: Child Care and Development Fund (CCDF), Head Start Collaboration Office; State Funded PreKindergarten; Maternal, Infant and Early Childhood Home Visiting; Individuals with Disabilities Education Act, Part C; Preschool Development Grants; Kindergarten-3rd Grade; Quality Rating Improvement System; and State Longitudinal Data System. The information is organized in a chart showing the primary agency as well as the division, office, or unit.



Early Childhood Technical Assistance Center. (2021, January). *Section 619 Coordinators.*

<https://ectacenter.org/contact/619coord.asp>

This site provides a list of state contacts for Part B/619 Coordinators with individual and organizational contact information and links to the lead agency website.



Early Childhood Technical Assistance Center. (2020, September). *Part C Lead Agencies. Early Childhood Technical Assistance Center.*

<https://ectacenter.org/partc/ptclead.asp>

This web page lists the lead agency for Part C in 50 states, and the territories of American Samoa, Guam, Commonwealth of the Northern Mariana Islands, and the U.S. Virgin Islands.



Early Childhood Technical Assistance Center. (2021, January). *Part C Lead Coordinators. Early Childhood Technical Assistance Center.*

<https://ectacenter.org/contact/ptccoord.asp>

A related web page to the Part C Lead Agency is the list of the Part C Coordinators with individual and organizational contact information and link to the lead agency website.



Health Resources and Services Administration. (2019, September). *Maternal, Infant, and Early Childhood Home Visiting Awards FY19.*

<https://mchb.hrsa.gov/maternal-child-health-initiatives/home-visiting/fy19-awards>.

In FY2019, HRSA awarded \$350,589,622 in funding to 56 states, territories, and nonprofit organizations through its Maternal, Infant, and Early Childhood Home Visiting Program (MIECHV Program). This program supports communities to provide voluntary, evidence-based home visiting services to women during pregnancy and to parents with young children up to kindergarten entry. This web page lists the awardee, city, state, and funding amount for the FY19 grantees.

Coordination



Education Commission of the States. (2020, November 10). *50-State Comparison: Early Care and Education Governance. Does the state have dedicated capacity in the governor's office or an agency focused on supporting coordination among early care and education components?*

<https://c0arw235.caspio.com/dp/b7f9300033bd941030c64995a2dc>

This resource provides a chart, populated from an early education viewpoint, about capacity to support formal coordination. It covers advisory councils, governor's offices, and state agencies. However, it does not focus on coordination as required through Part C Early Intervention, which is covered in other resources.



Gaines, E., Allen, O., Patel, N., & Logan, N. (2017, December). *2017 State Policy Survey: Child and Youth Policy Coordinating Bodies in the U.S.* The Forum for Youth Investment.

https://forumfyi.org/wp-content/uploads/2018/08/ccn_survey_report_2017.pdf

This document reports the findings of a survey of state policy coordinating bodies for children and youth (i.e., children's cabinets, commissions, P-20 councils and early childhood advisory councils) from 32 states that completed the survey. The majority of respondents were from Early Childhood Councils (16), followed by traditional Children's Cabinets (12), Interagency Councils and Commissions on issues from birth to adulthood (8), Interagency Councils and Commissions focused on older youth (3) and P-20 Councils (1). The report provides descriptive information on

the ages served, staffing and organizational structure of coordinating bodies, and profiles one state, Virginia. A list of each state that participated in the survey and the name or name(s) of the coordinating entities are also included in the report.



Office of Special Education Programs. (n.d.). *How is Part C Implemented in Your State?*

https://collab.osepideasthatwork.org/system/files/how_is_part_c_implemented_in_your_state.pdf

This document provides an overview of the role of the required state interagency coordinating council, whose major purpose is to advise and assist the lead agency in the effective implementation of the statewide Part C Early Intervention system. There is a call out for coordination and collaboration with the State Advisory Council on Early Childhood Education and Care, as noted here <https://sites.ed.gov/idea/regs/c/g/303.605>.

State Specific Information

Stakeholders and policymakers are seeking information on the experiences and lessons learned of other states in developing a new governance structure. This section includes reports, focused on specific states, that share lessons learned and other information that could serve as models for other states.

California



Long, A. (2020, January). *State Early Childhood Governance Structures Landscape Analysis: Recommendations for California. Long Consulting Solutions.*

<https://earlyedgecalifornia.org/wp-content/uploads/2020/04/State-Early-Childhood-Governance-Structures-Landscape-Analysis.pdf>

This report was developed to inform California stakeholders about the lessons learned and implications of governance structures in four states: New Mexico, North Carolina, Pennsylvania, and Washington. The report includes recommendations for California that can be considered by other states.

Florida



Martin, D. (2011, December). *Early Learning Programs and Related Delivery Systems: Audit Performed Pursuant to Chapter 2011-142, Laws of Florida. State of Florida Auditor General.*

https://flauditor.gov/pages/pdf_files/2012-061.pdf

This is a report on an audit conducted by the Florida auditor general on the governance structure of the statewide administration and oversight of the School Readiness and Voluntary Prekindergarten Education (VPK) Programs and early learning coalition program delivery and operations. The audit looked at the administration of various aspects of the state's early learning programs: the Office of Early Learning (OEL), Department of Education (DOE), and Department of Children and Family Services (DCF). Additionally, audit field work was performed at 10 of the state's 31 early learning coalitions which are responsible for ensuring access to early learning programs in all 67 Florida

counties. The audit identified areas in which the efficiency and effectiveness of early learning program administration and accountability could be enhanced.

Massachusetts



Norton, J., & Bish, C. (2008, April). *A Case Study of the Massachusetts Department of Early Education and Care*. Rennie Center for Education, Research and Policy and Strategies for Children.

http://www.strategiesforchildren.org/doc_research/08_Rennie_Case.pdf

This case study describes the evolution of the Massachusetts Department of Early Education and Care (EEC), established in 2005, from its early conceptions to its impact in its first 2 and one-half years. The study's goal is to provide a reference and resource for other state governments, advocacy groups and philanthropies seeking to develop a consolidated governance structure for early education and care. The authors chronicle the purpose, history and evolution of EEC, articulate "lessons-learned" to date and identify future opportunities and challenges for EEC as it strives to meet its statutory mandates.

Washington



State Senate Committee Services Staff. (January 2011). *Brief History of Early Learning in Washington*.

<https://app.leg.wa.gov/committeeschedules/Home/Document/165387>

This document chronicles the time line of federal and state legislation and initiatives impacting early learning in Washington State from 1965 to 2010.

Wyoming



Early Childhood Governance Task Force (December 2020). *Wyoming Early Childhood Governance Task Force Final Report*.

<https://drive.google.com/file/d/1JjCM-jFTXLwCjTm4wibTf7U9oM2t9xeM/view>

This is the final report of the governor-appointed Early Childhood Governance Task Force and its conclusion to recommend consolidation of programs into the Department of Education and the Department of Family Services. This final report provides background on how the Task Force arrived at this conclusion as well as next steps.

Multi-State Analyses

Multi-state analyses include information about governance in two or more states. These resources include early care and education, health, home visiting, and mental health. Most of these resources focus on implementation issues and may be useful to states for whom this is a focus.



Connors-Tadros, L., Fried, R., & James, J. (2021, January). *How Governance Influences State Early Childhood Systems*. PDG B5 TA Center, a service of the Office of Child Care.

<https://childcareta.acf.hhs.gov/resource/how-governance-influences-state-early-childhood-systems>

This video shares the lessons learned and insights of three experienced state early childhood administrators from Georgia, Maryland, and North Carolina. Each state has consolidated early learning programs in different state agencies and share common goals around efficiency, accountability, and access to programs for all children, particularly vulnerable children and families. The video covers their thoughts about governance structures, how the governance structure helps state leaders influence early childhood policy, and essential strategies for effective early childhood systems.



Dichter, H. (2015). *State Systems Building Through Governance*. BUILD Initiative.

<https://www.buildinitiative.org/Portals/0/Uploads/Documents/E-BookChapter1StateSystemsBuildingThroughGovernance.pdf>



This paper documents the experience and perceptions of state leaders from Colorado, Illinois, Maryland, Ohio, Oregon, Washington, and Wisconsin who were recipients of the federal Race to the Top Early Learning Challenge grant regarding the role of governance structure in state early childhood systems building. These states reflect differing approaches to governance. The paper identified eight key findings based on interviews with state leaders. Most importantly, state leaders believe that governance is a critical component of an effective early learning system and that state-level organization and administration are consequential in the effectiveness of governance to achieve results.



Horen, N. (2016, February). *Considerations in System of Care Expansion: Expanding Early Childhood Systems of Care*. Substance Abuse and Mental Health Services Administration National Technical Assistance Network for Children's Behavioral Health.

<http://www.fredla.org/wp-content/uploads/2016/04/Expanding-early-childhood-systems-of-care.pdf>

This document provides a review of a series of early childhood mental health systems of care initiatives. It identifies five core strategies for supporting a systems of care approach that include (1) implementing policy and partnership changes, (2) developing or expanding an array of services and supports based on SOC philosophy, (3) creating or improving financing strategies, (4) implementing workforce development and training strategies, and (5) generating support among key stakeholders through strategic communications. Initiatives are discussed from a variety of states, territories, and communities.



New Mexico Early Childhood Development Partnership. (Spring 2016). *Early Childhood Governance: An Analysis on National and Local Early Childhood Education Governance Structures.*



https://www.nmecfg.org/uploads/4/4/8/2/44820203/ece_governance_final.pdf

This report was prepared for New Mexico stakeholders to inform the state's efforts to enhance state and local coordination of prenatal to age 5 early learning systems and inform recommendations for an effective and sustainable early learning system. Authors conducted phone interviews with key leaders in early childhood education in seven states; Georgia, Maryland, North Carolina, Oklahoma, Oregon, Pennsylvania, and Washington. The report includes recommendations to key stakeholders about governance options for New Mexico.



State Capacity Building Center. (2016, March) *State Legislation and Early Childhood Systems Building, 2010–2015.* U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Care.

<https://www.researchconnections.org/childcare/resources/32143/pdf>

This report profiles six diverse states that have successfully passed legislation aimed at advancing their early childhood system: Colorado, Connecticut, Indiana, Nebraska, Oregon, and Washington. Through legislative action, states are addressing various areas to drive change. Common legislative focus areas across the six states include governance, leadership and advisory committees, child care subsidy modifications, accountability systems, quality incentives and requirements, and prekindergarten expansion.



Association of State and Territorial Health Officials. (2018). *State Home Visiting Approaches Improve Early Childhood Outcomes and Systems.*

<https://www.astho.org/Maternal-and-Child-Health/State-Home-Visiting-Approaches-Improve-Early-Childhood-Outcomes-and-Systems/>

The report examines how evidence-based home visiting (“home visiting”) fits into a state's overall early childhood approach. The primer provides an overview of home visiting and highlights seven promising approaches that emerged from interviews with state leaders in Georgia, Kansas, Texas, and Washington.



Silow-Carroll, S., Rodin, D. and Pham, A. (2018). *Interagency, Cross-sector Collaboration to Improve Care for Vulnerable Children: Lessons From Six States.* Lucile Packard Foundation for Children's Health:

https://www.lpfch.org/sites/default/files/field/publications/hma_interagency_collaboration_national_report_1.23.18_.pdf

This report describes six programs in five states that implemented collaboration mechanisms such as interagency councils and task forces, data sharing agreements, and new departments or full-

time equivalents focused on fostering communication and coordination across programs for children and youth with special health care needs.



State Capacity Building Center. (2016). *State Early Childhood Systems: Examining Program Integration*. U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Care TA Network.

<https://childcareta.acf.hhs.gov/sites/default/files/public/governingstateearlychildhoodsystemsrevisedcoded.pdf>

This paper focuses on governance functions, specifically integration, and provides a conceptual framework for understanding governance functions, showcasing seven case examples from states, and discussing implications of the work for state leaders.

Diagnostic Tools and Guides

One area of governance concerns the overall model or structure that a state uses to administer its early childhood programs. The first resource in this section focuses on state early care and education models. A second resource is provided that is designed to assist with analysis of interagency partnerships in the areas of cooperation, coordination, and collaboration.



Regenstein, E. (2020). *Early Childhood Governance Decision Guide*. Foresight Law and Policy Advisors.

https://www.flpadvisors.com/uploads/4/2/4/2/42429949/flp_gtfh_decisionguide_061120.pdf

This is a framework for making decisions about the governance of state early childhood systems, posing 8 questions. The questions are explored in the paper, as well as in the decision guide. Governance is examined through a lens of authority, accountability and durability.



James Bell Associates. (2012). *Interagency Partnerships: A Compendium of Measurement Instruments*.



<https://www.jbassoc.com/wp-content/uploads/2018/03/Interagency-Partnerships-Compendium-Measurement-Instruments.pdf>



This resource provides an overview of several instruments and techniques to assess the depth and/or quality of interagency partnerships, as well as the benefits and limitations of each. It takes into account different types of partnerships such as networks, coordination, cooperation, and collaboration.

Frameworks Showing Relationship of Governance to the Early Childhood System

States are seeking to strengthen their early childhood systems, both through governance changes and improvements, through increased coordination and coherence across sectors, programs, or funding. This section includes tools and resources to assist states in identifying areas to strengthen coordination and coherence across sectors and programs and in gathering evidence on the effectiveness of their early childhood systems and services for young children.



Coffman, J. (2007). *A Framework for Evaluating System Initiatives*. Build Initiative.

<https://www.buildinitiative.org/Portals/0/Uploads/Documents/Framework%20for%20Evaluating%20Systems%20Initiatives.pdf>

This paper offers a framework for evaluating system initiatives that grew out of a symposium held by the Build Initiative to assess the current state of the systems initiative evaluation field, identify lessons learned from previous systems initiative evaluations, and point to next steps and directions for evaluating systems initiatives. The evaluation framework helps clarify what complex systems initiatives are doing and aiming to accomplish, and thereby supports both initiative theory of change development and evaluation planning.



Early Childhood Systems Working Group. (2013, December). *Comprehensive Early Childhood System-Building: A Tool to Inform Discussions On Collaborative, Cross-Sector Planning*.

https://www.buildinitiative.org/Portals/0/Uploads/Documents/ECSWG%20Systems%20Planning%20Tool_2014.pdf

This tool helps state and community leaders improve the capacity of their early childhood system. Comprehensive early childhood systems require work across the Health, Early Learning and Development, and Family Support and Leadership sectors in order to achieve agreed-upon goals for thriving children and families. The tool is based on the framework and accompanying graphic developed by the Early Childhood System Working Group (ECSWG). It is designed to assist facilitators working with state or community stakeholders from multiple sectors to plan for and manage integrated early childhood systems.



Early Childhood TA Center. (2015). *A System Framework for Building High-Quality Early Intervention and Preschool Special Education Programs*.

<https://ectacenter.org/sysframe/>

This site includes tools and resources for states to consider the following- "What does a state need to put into place in order to encourage/support/require local implementation of evidence-based practices that result in positive outcomes for young children with disabilities and their families?" There are six inter-related components, further sub-divided into sub-components and quality indicators. The tools help states conduct a thorough process of assessment and priority setting for their Part B and Part C services.

Reference

Powell, J., Menendian, S, & Ake, W. (2019). *Targeted Universalism: Policy and Practice*. Haas Institute.
<https://belonging.berkeley.edu/targeteduniversalism>

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