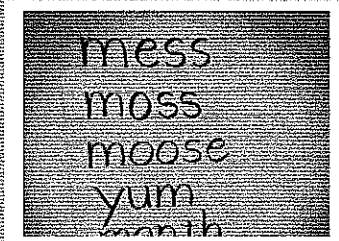
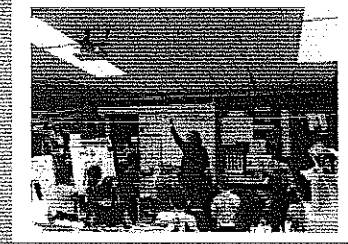
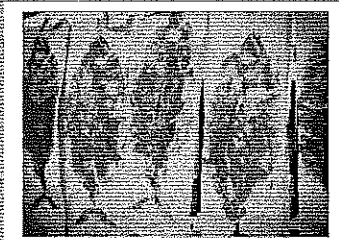


DRAFT 1/30/2013

EARLY LEARNING COUNCIL

REPORT TO THE LEGISLATURE



COMMUNITY-BASED COORDINATORS OF EARLY LEARNING SERVICES

Presented by the Oregon Early Learning Council &
Jada Rupley, Early Learning System Director

February 4, 2013

“...Devoting resources to early learning programs is the most cost effective and high-yield investment we can make as a state...Children who arrive at Kindergarten ready to succeed are more likely to read at grade level in third grade, graduate high school on time, and move on successfully in life.”

GOV. JOHN KITZHABER

Dear Legislators, Oregon parents, families, and the general public,

Two years ago Governor Kitzhaber shared his vision for an Oregon that prioritizes early learning and ensures children arrive at kindergarten prepared to succeed. The legislature enacted key bills – SB 909 and HB 4165 – moving towards this goal.

These actions prompted us to look hard at how services in Oregon support children and families, and ask tough questions about whether they were accountable long-term for our children's futures. The resulting charge produced a community-based delivery model for coordinated services, where each community across the state brings together services under the umbrella of a system.

A system where communities share success stories, build relationships, and participate collectively sharing outcomes for Oregon's youngest – all while staying relevant to their respective communities.

HB 4165, Section 77, lists specific criteria for this system, to be implemented no later than January 1, 2014. In addition HB 4165, Section 15, requires a report on the functions and administration of community-based coordinators of early learning services, including:

- a) Contracting criteria and process for implementing community-based coordinators;
- b) The relationship between community-based coordinators and a comprehensive children's budget;
- c) The relationship between the Council and community-based coordinators;
- d) The proposed governance structure of community-based coordinators of early learning services, including methods of addressing conflicts of interest.

The following report is responsive to HB 4165 requirements.

Substantial work across the state has brought service providers, stakeholders, and parents and families to the table, building on this innovative vision. A piece of this work was creating and convening the Early Learning Council and Oregon Education Investment Board, design teams, and workgroups; another was ensuring conversations in communities were fed into planning, strategy, and communications – which we've committed to and will continue to do. HB 4165 further required this report's preparation include thorough public involvement and a transparent process.

We have met with 17 Oregon communities including *Corvallis, Clackamas County, La Grande, Lake County, John Day, Prineville, Eugene, Redmond, Salem, Coos County, Clatsop County, Medford, Columbia County, and Portland*. We spoke with 535 Oregonians face-to-face and nearly 400 additional people through public comment periods, all representing a variety of organizations, roles, and interests. There have been countless events and opportunities to contribute to the conversation. Every input session and comment period informed, shaped, and directed this work, and we will build on this engagement moving forward.

We've taken the initial vision and translated it into an innovative, on-the-ground system responsible for guaranteeing a life of learning for children. It is a system driven and owned by each community, evolving and improving organically over time, and focused on holistic outcomes rather than line items and bureaucratic processes.

This is a substantial progression that will continue evolving, bringing key players – most notably parents and families – to the table during implementation. Important change is very near, and we are actively invested in ensuring Oregon's kids receive a healthy beginning, with everyone ready for kindergarten.

Sincerely,

Pam Curtis, Chair, Early Learning Council

Oregon's Vision: Communities that Nurture All Children on a Path to Kindergarten Readiness

EXECUTIVE SUMMARY

Oregon's best opportunity for success in the 21st century global economy is through creating a world-class education system that starts early and produces results. Because of this reality, Oregon has adopted the *40-40-20 goal* stating that by 2025, 40% of adult Oregonians will earn a bachelor's degree or more, 40% will earn an associate's degree or post-secondary credential, and 20% or fewer will earn a high school diploma or equivalent. Meeting this goal will require Oregon children to meet an early benchmark,

kindergarten readiness.

Creating Social Change

There are wide ranges of public, private and non-profit programs, services and organizations focused on early childhood care and education. These include educators, healthcare providers, mental health and addiction services, physical health, and child welfare.¹ Currently providers and their services are not aligned towards a common result, nor do they integrate goals or track the results of their efforts at the client level. While there are pockets of excellence around the state, there is not an overall system focused on outcomes for children.

¹ Some of the language in the vision is drawn from the *Early Childhood and Family Investment Transition Report*, prepared for Governor John Kitzhaber. January 23, 2011.

SB 909 (11)

- Created the Early Learning Council (ELC)
- Charged the ELC to recommend a plan to merge or redesign the coordination of early childhood services
- Charged the ELC with establishing an implementation plan focused on future outcomes for children

HB 4165 (12)

- Directed streamlining & improving early learning services via "Hubs"
- Charged the ELC with ensuring children are ready for kindergarten
- Set ELC as State Advisory Council for federal Head Start program
- Directed ELC to oversee the Early Learning System
- Oversight includes statewide needs assessments, opportunities for collaboration, developing recommendations for professional development for providers, and recommending improvements to state early learning standards.

The Oregon legislature, in successive sessions and with SB 909 (2011) and HB 4165 (2012), established a progression of operational and policy steps for connecting Oregon's fractured approach to early learning. Both SB 909 and HB 4165 chart a course and establish a framework for change.

Key elements of this change include

1. Aligning and integrating services at a state and community level to ensure that children are ready for kindergarten;
2. Focusing on children with the highest risk;
3. Tracking individual, service and system outcomes with a dedicated willingness to change approaches that do not deliver results.

Across the nation, groups of innovators have set out to address social issues, dedicated to changing behaviors—across sectors—to solve complex problems. The vision in Oregon is to invite communities to emulate and utilize collective impact toward common kindergarten readiness² goals.

To achieve this, a call to the best and brightest community leaders must be made to become lean, self-organizing entities. These leaders will bring together school districts, social service providers, community members, early intervention, childcare and early learning professionals, health care practitioners, educators and others to align collective assets towards the common goal of kindergarten readiness, using technology, best practice interventions and performance-based contracting. These entities are directed in HB 4165 and referred to as “**Community-based Coordinators of Early Learning Services**” (Hubs).

Strategies for aligning and coordinating may look different from one community to the next. Ongoing efforts will be ambitious, innovative, and aim for the highest impact. They will monitor progress using specific outcomes and align resources for efficiency and effectiveness, while reducing burden on families.

Success will be seen as: strong and stable families, young children who are ready for kindergarten, third graders who are reading proficiently, high school students who graduate

² Stanford Social Innovation Review, *Collective Impact*, John Kania & Mark Kramer. Winter 2011.

with diplomas, and Oregonians who pursue professional certification, and post-secondary education. The time for collective action is *now*, **and must begin with early learning.**

COMMUNITY-BASED COORDINATORS OF EARLY LEARNING SERVICES (HUBS)

A Community-based Coordinator of Early Learning Services (or Hub) is a self-organized consortium or organization that integrates and purchases local supports to impact kindergarten readiness.

Based on unique characteristics, communities will determine how to align and integrate services. Community-based Coordinators of Early Learning Services will not be the same across the state, nor will a model be imposed by the state. Hubs will learn from each other and make effective use of best practices.

Community-based Coordinators of Early Learning Services are envisioned as “steering” organizations—accountable for and guiding the system to improve outcomes for kids who are at-risk, rather than directly delivering services. Long term, they are seen as outcome-purchasing organizations that accept the risk and reward for improving outcomes per dollar for children.

Initially there will be no prescription about geographic boundaries or how many Community-based Coordinators of Early Learning Services there will be. The Early Learning Council may alter the lines of the territory served only to ensure that all children have access to early learning supports through a Hub.

A Community-based Coordinator of Early Learning Services (Hub) is a self-organized consortium or organization that integrates and purchases local supports to impact kindergarten readiness.”

CHARACTERISTICS: FEATURES OF ALL HUB WORK

Community-based Coordinators of Early Learning Services will be granted great flexibility in how they approach their work. Concurrently, they will convincingly demonstrate five core characteristics across their community strategies:

Family centrality.

Oregon's children are best raised and supported in families. All efforts are driven by the belief that families are the first teachers and share responsibility for the successful education of their children.

Reaching the highest risk children.

It is estimated that 108,000 of Oregon's children ages 0-6 are at risk of not being ready for kindergarten due to poverty, adverse childhood experiences, and other well-researched risk factors. Hubs must develop strategies that identify, reach and support those children who most frequently arrive unprepared for kindergarten.

Coordinated and transparent budgeting.

Hubs will see all federal, state, foundation, and non-profit funding streams, as well as community based resources, as potential tools for producing better outcomes. The coordination and alignment of resources, regardless of which entity is entrusted with them, is critical for success.

Accountability.

Hubs governance models will reflect shared accountability for outcomes. Defining accountability will be a process and is best categorized in the following ways:

- a) Mutual accountability→
 - Among community entities for achieving kindergarten readiness and developmental milestone outcomes;
 - With the state and public for achieving outcomes.
- b) Agreements with community partners for improving outcomes for a specific population of early learners at risk of not being ready.

Flexibility.

Hubs will be organically formed and designed in ways that link efforts across at least five sectors:

- Health
- K-12 education
- Early learning and prekindergarten services (including early intervention efforts and the full range of child care settings and providers)
- Social/human services
- Business and community members.

FUNCTIONS: ACTIVITIES OF COMMUNITY-BASED COORDINATORS OF EARLY LEARNING SERVICES

Hubs will be lean entities—operating with efficiency and minimal overhead—performing the following functions with necessary authority to support success:

1. Conduct system and service assessments focused on increased efficiency, reduced duplication of efforts and decreased burden on families. Determine existing resources and gaps, and coordinate cross-sector strategies, including but not limited to:
 - Screening and assessment
 - Early education, childcare and pre-kindergarten
 - Early intervention and special education efforts
 - Children’s mental health
 - Respite care
 - Home visiting
 - Family resource management functions
 - Tutors/mentors
 - Other strategies and assets needed to impact outcomes

“Hubs are accountable for ensuring children and their families meet developmental milestones that lead to kindergarten readiness. To do this, Hubs will align or create pioneering and innovative strategies to achieve targeted milestones. Efforts will focus on highest risk populations in order to maximize return on investment. They will operate based on their responsibility for improving kindergarten readiness outcomes.”

2. Map and coordinate funding and resource allocation to maximize efficiency, effectiveness and return on investment.
3. Integrate and coordinate outcome-based service delivery and funding streams across five sectors of impact:
 1. K-12 education
 2. Health
 3. Early education and pre-kindergarten (including childcare, pre-school, early intervention, etc.)
 4. Social/human services
 5. Community and business engagement
4. Contract and collaborate with providers for services, targeted at high-risk children and families.
5. Report kindergarten readiness and developmental milestone outcomes at a child-level from pre-natal through kindergarten for children in their service area.

COMPETENCIES: RANGE OF SKILLS AND ABILITIES LEADING TO QUALIFICATIONS

The Early Learning Council (ELC) seeks to stimulate solutions that work best for individual communities and link to system goals. The ELC expects Community-based Coordinators of Early Learning Services to have specific competencies and demonstrate how they will scale-up these competencies over time:

- 1) Improving results for the highest risk children, including ability to identify, evaluate, and implement coordinated strategies to ensure kindergarten readiness.
- 2) Meaningful engagement with the populations to be served (including strategies for identifying “unknown” populations).
- 3) Integrating efforts across the identified five sectors and community toward early learning outcomes and showing inclusion of and coordination with county governments (required per HB 4165, section 77a.).
- 4) Collecting and using data for continuous learning and adjustment toward achieving results.
- 5) Business acumen including but not limited to: budgeting, procuring, debt and risk management -- and contracting for results, rather than services, process, or activities.

GOALS AND OUTCOMES

Developing shared measurement is critical to achieving shared success. Collecting and measuring results consistently based on a short list of outcomes ensures that efforts remain aligned and enables accountability and an evolving learning process, constantly reflecting on success and failures. Looking at results across multiple organizations will enable local Hubs and the Early Learning Council to spot patterns, find solutions, and adapt to them quickly.

The Early Learning Council will set statewide outcomes for the aligned system and the individual child/family. They will oversee statewide measurement and analysis of these outcomes through a shared data system currently being developed. The ELC will also provide a measurement framework or dashboard for Hubs to use when tracking and reporting outcomes.

The Early Learning Council will set state-level targets and monitor them across system development and implementation. Hubs will set shared local targets to monitor progress via effective use of technology, and report to the ELC. In addition, Hubs will ensure local providers make progress in meeting key developmental milestones related to the Kindergarten Readiness goal.

Outcomes will be developed through research-based methodologies, using the following foundation:

OVERARCHING GOALS

1. Children are ready for Kindergarten when they arrive.
2. Children are raised in stable and attached families.
3. Services are integrated and aligned into one early learning system designed to achieve Goals 1 & 2.

Overarching Goals

1. Children are ready for Kindergarten when they arrive;
2. Children are raised in stable and attached families;
3. Services are integrated and aligned into one early learning system designed to achieve Goals 1 & 2.

Proposed Individual Child/Family Level Outcomes in 5 Domains

There are a multitude of potential individual child/family outcomes. An initial list has been identified as important precursors to readiness for children entering kindergarten (please refer to Appendix A).

Local providers will show progress toward outcomes, with the goal of ensuring they are met prior to a child entering kindergarten. These outcomes are dynamic, as they are also linked to future academic and lifetime success. Outcomes will be measured in the following domains:

- **Motor Development**
- **Language and Literacy**
- **Parenting/Family Support**
- **Social/Emotional**
- **Cognitive**

Certification through Request for Application Process

The Workgroup proposes that the Early Learning Council *certify* qualified organizations or consortiums as Community-based Coordinators of Early Learning Services. Organizations may seek certification status through a Request for Application (RFA) process conducted by the ELC and the Early Learning System Director's Office. Certification will take place in waves; the first certification may occur as early as July 2013. Hubs will be re-certified on a regular basis.

Process

Certification (and re-certification) is a developmental process that is initiated by the state's Request for Application (RFA) and continues through the selection of Community-based Coordinators of Early Learning Services by the ELC, and re-certification based on ability to achieve outcomes over time. The process will include:

- **Qualification:** letter of intent, demonstration of cross-sector alignment and engagement (including local government, where applicable; tribes and migrant programs);
- **RFA Development and submission:** the development of a community strategy for achieving kindergarten readiness;

- **Negotiation;**
- **Building competency in implementation;**
- **Measurement** of performance, outcomes, and feedback;
- **Continuous learning;**
- **A continuum of incentives** and/or consequences for performance.

Qualifications

Organizations or consortia seeking certification will be determined to be *qualified* if the Early Learning Council believes the following is evident in the applicants' response to the RFA:

- Applicants represent communities through demonstrated commitment and urgency across the five sectors toward achieving kindergarten readiness outcomes for children.
- A clear, well-researched and documented definition of children at highest risk of not being ready for kindergarten in the geographic area represented.
- Applicants agree to be accountable for outcomes.
- Documentation of the five core competencies and demonstrated ability to provide them.
- Evidence of ability to perform the five core functions.
- Completion of an assessment that demonstrates readiness to serve as a Community-based Coordinator of Early Learning Services with widespread endorsement and engagement of diverse community leadership, including providers and counties (collaboration and inclusion of counties is required in HB 4165, section 77a, and engagement of tribes and migrant programs is recommended).
- Convincingly demonstrate presence of the five core Hubs characteristics, using a coordinated approach.
- Evidence of an evaluation of family resource management functions as they exist in the community with specific strategies for coordination and improved efficiencies.

To become a Hub, communities (through a lead coordinating agent) will submit applications that:

Demonstrate core competencies and key characteristics; and

Outline a strategy for fulfilling five functions across five sectors of the defined community.

INVESTING IN EARLY LEARNING

Funding Arrangements

Envisioned funding arrangements are built on mutual success and accountability. Funding arrangements for early learners will hold tight to these givens:

1. Oregon is moving to outcome-based funding instead of program-based funding.
2. The Comprehensive Children's Budget is a strategic frame for considering Oregon's investment for young children.³
3. More specific allocations and methods for funding Community-based Coordinators of Early Learning Services will be an ongoing process (see phased approach in appendix).
4. Hubs will coordinate and/or purchase outcomes on behalf of children.

Braiding and Blending

Tight fiscal times provide an *opportunity* to focus and align resources. The state will work to make fund use more flexible through braiding and blending of funds.

Braiding occurs by taking multiple funding streams and focusing the money on a single outcome or set of outcomes. Policies/regulations regarding each funding stream remain intact and are monitored individually. Braiding emphasizes the coordination of funding streams (as opposed to pooling them).

Blending occurs when an entity pools funds from various sources for a determined purpose. After pooling, the entity is accountable for producing measured results for that purpose.

Braiding happens most often where consistency applied to high-level standards associated with funds is required. Blending may occur where funding standards are more flexible and pooling funds would successfully serve desired outcomes.

Over time, the state will seek to braid or blend funding associated with early learning services, likely in this order:

1. Programs with state general funds only;

³ Early Learning Council Comprehensive Children's Budget, Early Learning Council. September 30, 2012

2. State funds with few federal strings;
3. Federal programs with some state-determined flexibility;
4. Federal programs with little state-determined flexibility.

Incentives

Finally, the Early Learning Council may set aside funds to incentivize Hub collaboration and progress on early learning outcomes. Among other potential indicators, the ELC will base incentives on local Hubs *meeting or achieving local targets for system level outcomes*; and *increasing community assets & integration*.

CONCLUSION

Community-based Coordinators of Early Learning Services (Hubs) are a self-organized consortium or organization representing a defined community and state-approved geographic area. They lead in coordinating, aligning, and purchasing early learning services to ensure that children and families meet developmental milestones leading to kindergarten readiness.

To become a Hub, communities (through a lead coordinating agent) will submit applications that:

Demonstrate core competencies and key characteristics;

and,

Outline a strategy for fulfilling five functions across five sectors of the defined community.

Communities will gather to assess systems, services and populations and determine the most efficient and effective strategies for service delivery and accountability through a “no wrong door” approach.

Entities interested in becoming Hubs will apply for certification in a series of waves. The Early Learning Council will provide support through conferences and webinars.

Tight fiscal times provide an opportunity to focus and align resources. The state will work to make fund use more flexible through braiding and blending of funds.

The Early Learning Council will review applications and certify eligible entities to be Hubs. The ELC will support the transition to the new delivery model and incentivize outcome achievement.

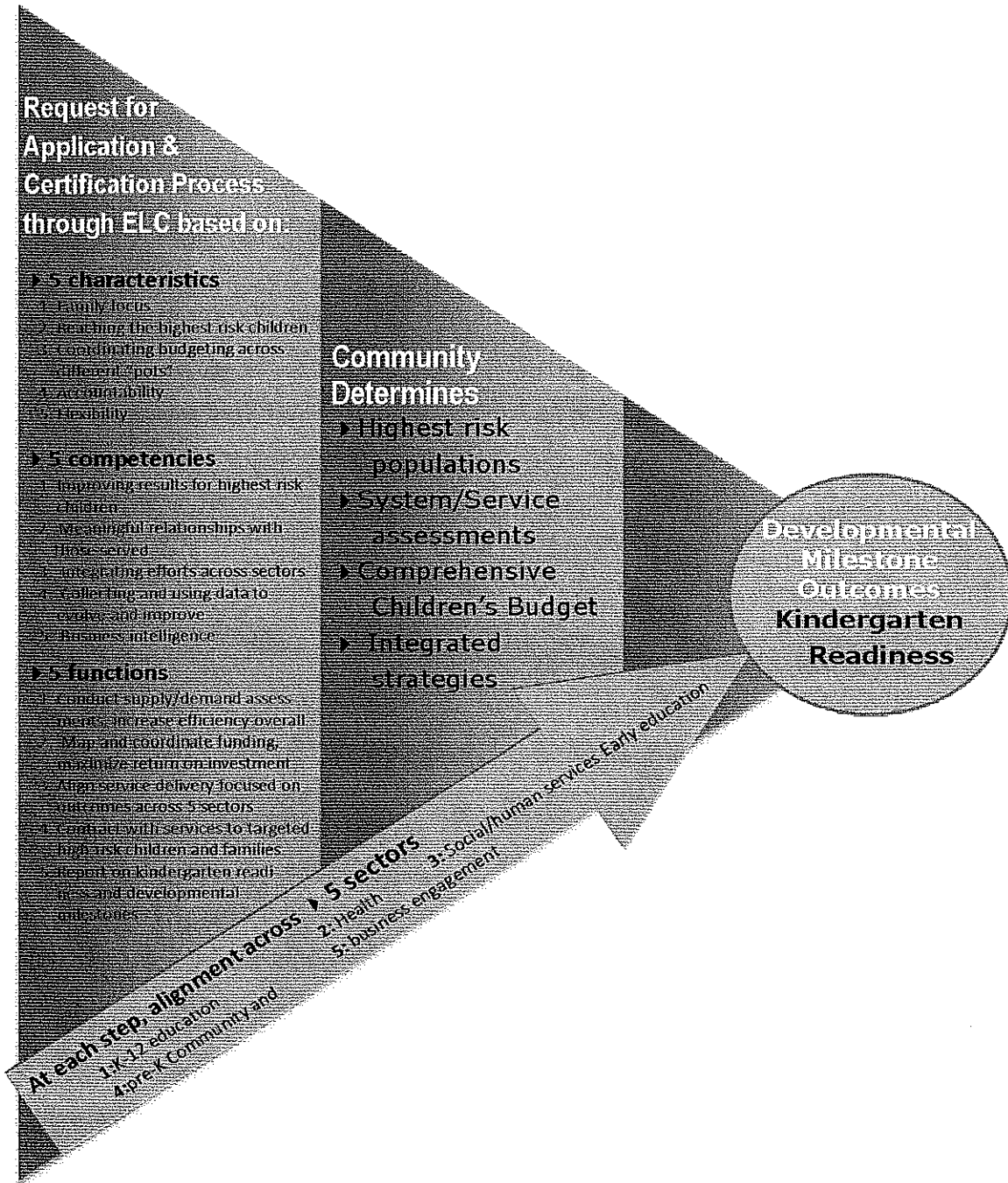
All stakeholders will share the enthusiasm of working toward a common and shared goal. As learning happens across the state, the ELC, Hubs and early learning stakeholders will adapt and adjust while always keeping kindergarten readiness at the center of their work.

Confidence is strong that success will emerge through the innovation, creativity, and partnerships of champions across Oregon.

APPENDIX A

Community Based Coordinators of Early Learning Services: Diagram, Proposed Outcomes, Family Resource Function

Diagram: Relationship of shared Deliverables



DRAFT System and Child/Family Outcomes

Proposed Individual Child/Family Level Outcomes in 5 Domains

There are a multitude of potential individual Child/Family outcomes. The following outcomes have been identified as important precursors to readiness for children entering kindergarten. Local providers will show progress toward these outcomes with a goal of ensuring they are met prior to a child entering kindergarten, as they are also linked to future academic and lifetime success. Of the outcomes listed, two are typically appropriate for children 0-3 and two for children 4-5 years. All outcomes are consistent with research and with the Child Development and Early Learning Framework adopted in HB 4165.

Motor Development

- Child actively explores environment and manipulates objects
- Child demonstrates balance and coordination
- Child is able to safely use scissors, hold a pencil properly and fold paper
- Child is able to safely use playground equipment

Language and Literacy

- Parents/caregivers regularly engage in shared and interactive reading with their children
- Child is able to follow routine directions
- Child knows letter sounds and letter sound blends
- Child is able to speak in multi-word sentences

Parenting/Family Support

- Parents/caregivers consistently nurture and respond to needs of the child
- Parents/caregivers provide consistent routine throughout the day
- Parents/caregivers understand and respond to child's unique needs/cues
- Parents/caregivers utilize calming and coping strategies for their own stress

Social/Emotional

- Child cooperates with caregiver in daily care routines

- Child expresses emotion and is able to calm or soothe self
- Child follows directions and is able to play/work cooperatively with other children
- Child copes well with personal needs

Cognitive

- Child demonstrates curiosity and initiative
- Child uses repetition to discover materials or new skills
- Child is able to recognize sounds, shapes and colors
- Child is able to understand and respond to three-step sequencing

Proposed Early Learning System Outcomes

1. % of children screened with a developmental screening tool
2. % of young children/families who have a health home and are receiving physical, behavioral and oral health care
3. % of high risk children identified and served prior to age 3
4. Reduced Foster Care
5. Reduced Special Education Enrollment in the K-12 system
6. % of children participating in quality early learning and care experiences
7. % of young children with access to healthy nutrition and physical activity
8. Increased coordinated service delivery among the five sectors
9. Decrease in service duplication among the five sectors
10. Increase effective use of resources, including wait list management

Family Resource Management Function

The intention for family resource management is to quickly respond to an identified family's needs ensuring that young child(ren) in the family have a higher likelihood of being ready for kindergarten. Resources include any services that might be mobilized on behalf of the child and/or family.

No new funding exists for a Family Resource Manager “role.” The Early Learning Council Survey Report found that family resource functions are available throughout the state and embedded in a variety of job types. The report suggests that improvements in streamlining family resource access could lead to better outcomes. This is the goal of coordinating functions around resources for families; it is not a new workforce or additional bureaucracy.

The Workgroup proposes that Hubs address family resource management as a strategy and organizing principle. Critical family resource functions include brokering, coordinating, referring, advocating, assessing, developing relationships and other functions necessary to achieve kindergarten readiness. Hubs will assess, define, and deliver family resource management functions in a coordinated, community-based manner. Community strategies for coordinating resources for families, through use of family resource managers, could include (but are not limited to):

- Identifying and connecting families to resources/services
- Being the point of accountability to the family
- Serving as the vehicle of accountability to the Hubs for managing funding
 - Accountability for responding to family needs with strategies that make best use of resources
 - Triage needs to serve children and families as efficiently as possible to achieve outcomes.
- Furthering the coordination and integration work of the Hubs by
 - Streamlining intake and documentation processes for
 - Using a comprehensive budget approach to leverage how other community resources are utilized.
 - Using data to understand the population needs and resources available and document results
 - Informing the community about capacity issues

APPENDIX B

RFA Process, Outline, Information Sought & Timeline

Process

The Workgroup proposes the following process for the application and certification process for Community-based Coordinators of Early Learning Services (Hubs).

1. Stakeholders around the state will be prepared for the certification process through a variety of strategies.
 - The design and collective impact concepts of Hubs will be explained to local communities through a day long forum and subsequent webinars
 - Ideas for designing viable models and incorporating promising practices will be shared with stakeholders.
 - Stakeholders will be offered the opportunity to incorporate and implement successful concepts.

2. The RFA will be an open process informed by similar efforts.
 - Expertise and lessons learned from the Coordinated Care Organizations' (CCOs) RFA process will instruct the Hubs' RFA process.
 - Potential applicants will be offered the opportunity to review and adapt throughout the process.

3. The RFA will be released as soon as possible following legislative action.
 - The document will be succinct, simple and clear.

4. The Early Learning Council may recruit applicants for certification as Community-based Coordinators of Early Learning Services.
 - The opportunity will be marketed in communities/regions of the state.
 - Special efforts may be needed in some areas to stimulate applicants.
 - Efforts will be made to keep the application and certification process attractive and clear with rigorous criteria to encourage applications.

- The state will provide technical assistance in the form of webinars, online information, forums, and interactive media to provide ideas and stimulus for applicants. The ELC will ask for an “intent to apply” so that the state may be able to gauge coverage of the target population.
5. The ELC will adopt a Conflict of Interest Policy and ensure that Community-based Coordinators of Early Learning Services incorporate this policy through the RFA process.
 6. The ELC will review applications to determine qualification (See information requested in proposed application below).
 - Final reviewers will be ELC members or designees, not contract officers.
 7. There will be a period of feedback for designated applicants to improve their applications after they have been reviewed.
 - Allowing organizations to subsequently improve their application is important to success.
 8. The award of certification will be made by the Early Learning Council.
 - Community-based Coordinators of Early Learning Services will be awarded a performance contract that will articulate the expectations to be delivered for the price/funds conveyed.
 - The state will employ a probationary period for the certification.
 9. Performance Contract with Hubs will include Learning reviews and regularly scheduled outcome monitoring that may include:
 - Reporting data on client level outcomes
 - Reviewing performance in learning mode and audit mode to allow for improvements and changes for both Hubs and the ELC.
 - The ELC and Hubs expect to adjust and adapt their strategies in response to learning reviews and data. Hubs will be expected to develop, revise and adapt community strategies to support the achievement of kindergarten readiness outcomes.

10. After successful completion of a probationary period, Community-based Coordinators of Early Learning Services may be recertified. The emphasis remains on kindergarten readiness and building the competencies of coordinating organizations to meet that goal. Recertification will also incorporate a continuum of consequences into the performance contract. This continuum will include consequences that reward successful performance and re-directive consequences when performance is suboptimal.

Applying for Funding

Communities may apply to the Early Learning Council for funding to support their strategy for producing improved kindergarten readiness outcomes. Incentives may also be provided by the ELC to encourage cross-sector efforts and integration based on understandings that:

- Communities will seize the opportunity to align and coordinate resources establish a community contract for improved outcomes.
- Hubs will coordinate and influence a full range of state, federal, local and private resources (varying according to the community) to achieve their community contract for outcome improvement.
- *There will be different strategies; not “one-size-fits-all.”* Outcomes set by the ELC will be consistent statewide; the pathways for getting there are expected to vary. Likewise, initial funding arrangements will adapt and change to support the continuum of implementation.

Proposed Content Outline for RFA

- 1. Statement of Purpose & Vision** (as described in pp. 1-2)

- 2. Outcomes**

Applicants are expected to focus on the goal of preparing children in the target population to be kindergarten ready.

Five developmental domains tied to kindergarten readiness will be addressed by applicants for Community-based Coordinators of Early Learning Services: (the Early Learning Council Outcomes Workgroup will articulate desired milestone outcomes for each domain):

- i. Motor Development
- ii. Language and Literacy
- iii. Parenting/Family Support
- iv. Social Emotional
- v. Cognitive

3. Key Characteristics. As described in the visual in Appendix A, page 13. Applicants are expected to address the key characteristics in their application.

4. Proposed Application Process. Applicants will be expected to follow these steps:

- a. Provide the state with a notice of intention to respond within 30 days of the release of the RFA.
- b. Responses will be accepted over a six-month period. Applicants may respond as soon as they are prepared. Community-based Coordinators of Early Learning Services will be certified in waves through January 2014.
- c. The state will provide applicants with support as they develop their response.
 - i. Questions which may be addressed to the state at any time. Answers and questions will be published by the state every two weeks during the application process.
 - ii. Technical assistance forums and/or webinars on key issues will be presented during the application process.
 - iii. Online tools and resources will be available.
- d. Responses to the RFA will be reviewed as they are received.
- e. As a part of the review, the ELC may provide feedback. Applications can be improved during the process.

5. Governance Structure. Applicants will present their governance structure (including adoption of the ELC Conflict of Interest Policy).

6. Financial Qualifications Report. Applicants will present both their strategies for how they will be financially sustainable as well as audited financial statements for any existing organization acting as a fiscal agent or lead partner. Applicants will also present their experience with client-level performance based contracting.

7. Appendix: State Performance Contract provisions

- a. There will be a one year probationary period during which Community-based Coordinators of Early Learning Services' performance on outcomes, community

engagement, and financial sustainability will be assessed during learning and improvement sessions with the state.

- b. Certified Hubs will be required to report client-level outcomes.
- c. Annual financial audits will be required.
- d. A continuum of consequences (celebration/support/intervention) will provide ongoing opportunities for adjustment and improvement during and beyond the probationary period.

Information Sought from Applicants

To understand how an organization or consortium might approach community-based coordination of services that support child development toward kindergarten readiness, the application will request the following from applicants:

- 1. Describe your understanding of the target population in your community and how you are proposing to improve their kindergarten readiness. Provide research or documentation that substantiates this definition.**
 - a. What are the characteristics of children and their families? What children in your service area are currently being reached through which systems and services? Which are not and why?
 - b. Are there groups of children who fit the definition of “target population” in your area who may be at risk and are not currently linked to services or targeted for support? How would you reach children in need of support?
 - c. How many children will you serve?
- 2. What is your strategy for ensuring kindergarten readiness?**
- 3. What is your strategy for identifying and coordinating the existing functions that already exist across the five sectors in your area to support your strategy (see Hubs function 1)?**
 - a. Specifically respond to alignment and coordination of Family Resource Management Roles & Functions (see Family Resource Management table in Appendix)

4. What is your governance model?


- a.* Which parties are signing the contract to accept the responsibility and reward/risk for advancing the designated outcomes for their proposed populations at their designated dollars?
- b.* How will you address conflicts of interest using the Early Learning Council policy as a foundation?
- c.* How is your governance model—at a board and/or advisory level or in combination—reflective of the community, including parents, and the investors, county government, tribes, experts, and practitioners in the five areas of impact: K-12, Health, Early Childhood Education and Care (childcare, IE/ESCE, pre-k, etc., social/human services, business/community leadership)

5. What is your community strategy to ensure kindergarten readiness for the highest risk children?

- a.* How will you improve the kindergarten readiness outcomes with each dollar spent—over the longer term?
- b.* How do you envision adding value so that, over time, there are fewer children identified as part of the target population?

6. Describe how you will engage children and families from the targeted population to be served in a way that is family responsive.

Proposed Timeline

- 
- CURRENT** Preparing Stakeholders begins.
 - MARCH 2013** Developing the request for application will begin immediately. The state will take two months for input.
 - MAY 2013** Release request and recruit potential applicants over a several month period. Intent to respond received.
 - JULY 2013** Responses can be due beginning several months after release and may extend over an open period and will be certified in waves.
 - AUGUST 2013** Review applications in less than a month.
 - SEPTEMBER 2013** Negotiate and improve applications over two months.
 - NOVEMBER 2013** Award certifications and prepare any needed documentation.
 - JANUARY 2014** First Coordinators of Early Learning Services start operating as early as September but main wave starts now.
 - MARCH 2014** Periodic learning reviews Hubs performance begins and probation reviews.
 - JANUARY 2015** Probation ends for first round and they are recertified.

APPENDIX C

Early Learning Council and Hubs: Oversight and Guidance, Conflict of Interest

Early Learning Council's Relationship to the Community Based Coordinator of Early Learning Services

Oversight and Guidance

The Early Learning Council will oversee the Request for Application (RFA) process and will monitor the Certification process. The ELC will also establish a Conflict of Interest Policy to be utilized by Community-based Coordinators of Early Learning Services.

In cooperation with the Early Learning System Director, the ELC will provide guidance and direction to RFA process, transition and implementation of Hubs.

The Early Learning Council, through the Early Learning System Director, will provide or identify sets of relevant data to inform communities seeking to apply for certification as Hubs. These data sets include but are not limited to:

- Funding streams to purchase services (either directly through or in partnership with a Hubs)
- Demographic Data
- Existing regional and district data across sectors
- Geographical school district data
- Service Data

These data sets will serve as the 'market assessment' tool for the Hubs and enable them to create proposals for the particular needs and constraints of their area (e.g. cultural, geographic and other unique characteristics).

System Learning

As Community-based Coordinators of Early Learning Services form and operate, the Early Learning Council will offer opportunities for continuous improvement of Hubs through:

- Providing critical technical assistance as this transformative change is undertaken (e.g. data-driven, evidence informed, best practice).

- Regularly accessing client-level outcome measurement
- Benefiting from what is learned and conducting ongoing problem solving.
- Providing information on national best practices and evidence.

Conflict of Interest Policy

All Board Members or governing bodies shall declare any direct interest or potential financial gain for any issue to be discussed. Conduct of Board Members or governing bodies shall be consistent with ORS 244.01 -.400 and the Oregon Government Standards and Practices Laws, according to the definition of conflict as defined by the following:

244.020 Definitions. As used in this chapter, unless the context requires otherwise:

(1) “Actual conflict of interest” means any action or any decision or recommendation by a person acting in a capacity as a public official, the effect of which would be to the private pecuniary benefit or detriment of the person or the person’s relative or any business with which the person or a relative of the person is associated unless the pecuniary benefit or detriment arises out of circumstances described in subsection (12) of this section.

(12) “Potential conflict of interest” means any action or any decision or recommendation by a person acting in a capacity as a public official, the effect of which could be to the private pecuniary benefit or detriment of the person or the person’s relative, or a business with which the person or the person’s relative is associated, unless the pecuniary benefit or detriment arises out of the following:

- (a) An interest or membership in a particular business, industry, occupation or other class required by law as a prerequisite to the holding by the person of the office or position.
- (b) Any action in the person’s official capacity which would affect to the same degree a class consisting of all inhabitants of the state, or a smaller class consisting of an industry, occupation or other group including one of which or in which the person, or the person’s relative or business with which the person or the person’s relative is associated, is a member or is engaged.

- (c) Membership in or membership on the board of directors of a nonprofit corporation that is tax-exempt under section 501(c) of the Internal Revenue Code.

APPENDIX D

The Role of Community-based Coordinators of Early Learning Services in Funding Arrangements and Phased Funding Approaches

The Role of Hubs in Funding

Starting with their first day of operation, to realize additional outcomes for children, Community-based Coordinators of Early Learning Services can:

- **Work to make monies more flexible**, by advising the State on federal and state dollars to braid and/or blend.

- **Raise the visibility of early learning investment decisions, and Return-On-Investment (ROI)**. Community-based Coordinators of Early Learning Services will lead the development of the community's comprehensive children's budget through their efforts to assess and map community services and systems (see function #1).
 - Assembling a high-level snapshot of federal, state, and local public dollars, as well as local community assets and resources (private, philanthropic, and non-profit).
 - Presenting investments and progress side-by-side to show proficiency (kindergarten readiness) and developmental milestone outcomes.
 - Bringing the five sectors to the table to develop collaborative strategies for improving on those outcomes. Existing resources include:
 - Collective Impact; by John Kania & Mark Kramer. Stanford Social Innovation Review, 2011
 - Putting it Together: A guide to financing comprehensive services in child care and early education; by C. Johnson-Straub. Center for Law & Social Policy, 2012.

- **Leverage monies within Community-based Coordinators of Early Learning Services direct control**. Examples might include:
 - Providing small, but well publicized monetary rewards for every kindergarten-student who-because of cross-sector intervention- arrived "ready."

- Use dollars to provide “carrots” for heightened program collaboration utilizing best practice strategies.
- **Use non-monetary means to exhort or influence better outcomes.** For example, Community-based Coordinators of Early Learning Services might:
 - “Showcase the best” by public reporting evidence-based/best practices and/or track records of outstanding providers who are achieving results in the area.
 - Bring parent and “non-traditional voices” to the table, or listen “at their table.” Hubs could link with regional parenting organizations established by the foundation-funded Oregon Parent Education Collaborative to “double” the opportunity and sense of urgency.
 - Identify services providing excellent or poor return on investment.
- **Influence the use of state and federal dollars not in their control.**
 - Community-based Coordinators of Early Learning Services could influence state-level CCO leaders to adopt kindergarten readiness health outcomes, or to set aside funds to incentivize CCO collaboration on early learning outcomes.
 - Hubs could provide feedback to the State on what is or is not happening to support cross-sector engagement.
 - Identify opportunities to help fund strategies outside the Hubs in order to impact kindergarten readiness or key developmental milestone outcomes.
- **Lead funding collaborations.**
 - Hubs can bring together a broad range of funders who are working toward the common purpose of kindergarten readiness. Examples could include both traditional and “new” actors across state and local public, CCOs, philanthropic, Non-profit Organizations, and private entities.
 - Written agreements could be formed around the intersections of their individual missions and how they will allocate their dollars individually and collectively to achieve increased efficiency and get better kindergarten readiness outcomes.
- **Initiate “bureaucracy busting agreements”**
 - Lead in the identification of specific regulatory flexibilities needed to further promote alignment, efficiency and improved outcomes.

Phased Funding Approaches

NEAR TERM: CONCRETE FIRST STEPS

Work to make monies more flexible

- The state examines ways to blend and braid dollars in programs within the state general fund;
- The state/Early Learning Council announces specific state funds to be braided/blended for first wave of applications, along with limited set of metrics;
- The state/applicants/others identify list of specific regulations (state, federal, and "assumptions of operation") that stand in the way of improved outcomes for at-risk families/children ("*deep regulation scrub*")

Raise the visibility of early learning investment decisions, and ROI

- Advise state on use of money for capacity grants, incentives

Use non-monetary means to influence outcome improvements

- Community-based Coordinators of Early Learning Services convene community conversations (i.e. *information sharing* across all who contribute to early learning outcomes, not just those receiving state funds);
- Bring parent and non-traditional voices to the community table, or go to their tables.

Leverage monies within Coordinator's direct control and/or accountability

- Reward desired outcomes (kindergarten readiness, collaboration);
- Develop performance-based contracting system.

"Years One to Three" contd. on next page→

INTERMEDIATE: YEARS ONE TO THREE

Work to make monies more flexible

- Identify additional dollars to braid or blend (i.e. state dollars, with few federal strings, federal dollars with state flexibility);
- Community-based Coordinators of Early Learning Services initiate demonstration projects of "test" global budgets in practice;
- Tackle a prioritized list of specific regulations (state, federal, and "assumptions of operation") that stand in the way of improved outcomes for at-risk families/early learners.

Raise the visibility of early learning investment decisions, and ROI

- Use of monies for strategic grants, incentives;
- State increasingly puts additional monies into outcome "pots," along with clear expectations for outcome improvements.

Use non-monetary means to influence outcome improvements

- *Funding collaborations* align funds with K-readiness outcomes (i.e. *commitment* garnered from all who fund early learning outcomes);
- Community-based Coordinators of Early Learning Services lead, or help develop, community "children's budgets" as a part of their proposals;
- State/Hubs all "showcase" best practices/ track records;
- Hubs convene community champions and organizations to launch service integration and redesign initiatives.

Leverage monies within Coordinator's direct control and/or accountability

- Community-based Coordinators of Early Learning Services apply and are qualified to receive monies based on *prospective* outcomes through coordinated service delivery;
- Hubs negotiate family-centric "*service agreements and/or performance contracts*";
- Hubs increasingly become outcome purchasing authorities for early learners;
- State resources distributed using outcome-based contracts¹.

Long Run, Where Oregon is Headed contd. on next page→

LONG RUN: WHERE OREGON IS HEADED

Work to make monies more flexible

- Flexible (fully braided, bundled) funds producing outcomes in communities;
- Full use of global budgets & outcome based tools;
- State/Hub fiscal partnerships;
- Federal relationships redefined.

Raise the visibility of early learning investment decisions, and ROI

- ROI on money decisions fully understood;
- State regulatory role aimed at value improvement (outcomes/money) and high level "clinical standards" of service.

Use non-monetary means to influence outcome improvements

- "Bureaucracy busting agreements" between the state and communities spell out what flexibilities are needed in exchange for accountability;
- *Action Learning* shares what's working, and what's not.

Leverage monies within Coordinator's direct control and/or accountability

- Community-based Coordinators of Early Learning Services assume risk/reward of improving outcomes/\$ for at-risk children and families;
- Hubs contract with others for outcome improvement.

APPENDIX E

Engaging Stakeholders and Public Input

Input Sessions

Sessions to gather input from stakeholders were held across Oregon. They were hosted by a variety of entities including: Education Service Districts, Head Start Organizations, County Commissions on Children & Families, Coalitions, Elementary Schools, and Non-Profit Organizations.

The Early Learning Council utilized the Community Forum section of its multi-day agenda as an opportunity to host Input Sessions in The Dalles and Coos Bay.

Sessions were 90 minutes long and included introductions, a 15 minute PowerPoint presentation to establish the context, then small group discussion around the following questions:

1. What are your hopes for Hubs?
2. What are your fears or concerns about Hubs?
3. What are your messages and/or questions for the Workgroup?

Groups were asked to prioritize two responses for each question and report to the group and Early Learning Council staff captured these responses. A list of input session locations can be found in the appendix of this report.

Common themes

Representation and equity

In every community, stakeholders strongly acknowledged the need for representation across the state—in decision-making and public input. Similarly, they said Community-based Coordinators of Early Learning Services must focus on equitably providing services to different ethnic, socioeconomic, and geographic populations. Because of the number of Hubs across Oregon, they said, groups must cross-coordinate with one another and share successes regarding equitable service distribution. Some stakeholders were concerned that rural and smaller communities

might be missed or overlooked. One comment exclaimed, “Things are happening in Eastern Oregon too!”

Resources and fund allocation

Stakeholders said focusing on the right investments and return on investment (ROI) was a key factor in resource allocation. They also reiterated that the allocation process will be consistent and equitable across the board. Rural stakeholders noted concern with the lack of adequate funding for services that were available in larger communities such as mental health, drug, and alcohol rehabilitation. Global budgets were understood generally, but stakeholders wanted to ensure budgeting did not get in the way of good ideas. Additionally they said Hubs will be a uniting entity, rather than a political struggle for money. They asked how to incentivize and leverage high performing communities, and also what happens during funding gaps and programmatic transitions.

Measurement

Stakeholders unanimously said that data collection is a centerpiece of Hubs work. They were concerned about losing confidentiality safety nets currently in place during the screening and reporting process. They asked how reading assessments would work; how to get at-risk kids into the data system; and how to articulate and report progress if certain performance indicators were affected by factors unrelated to Hubs work.

Public involvement and communications

Stakeholders said parents and families will always have a place at the decision-making table and part of the conversation. They said communications and telling the story consistently would be pivotal; and that communication between the state and providers, as well as preschool and kindergarten teachers would be equally important. Some asked how families would learn about early learning services. Some also said they would like help writing grants and having bilingual services available.

Training

Effective training across the board for providers, parents, and teachers was mentioned repeatedly. Many also said language barriers need to be addressed.

Accountability

Communities understood and supported accountability and outcome measures. Many said “Hubs need to get done at all costs!” They also understood the big picture and stated simply that the system must improve outcomes for children, and not just be a one-time aspiration.

Planning, strategy, and policy

Stakeholders said planning will be guided through both long and short-term lenses. Plans, overall, will be able to protect the most vulnerable children and alleviate bureaucratic complications. There were concerns about finding and targeting those requiring the most help, but maybe resistant or “hiding” from services. Some said policy will be realistic about goals and achieving outcomes. Every community said Hubs will build on current successes in communities rather than dictating or starting from scratch. They also said patience was very important, and efforts will always focus on families. Some expressed a lack of understanding about governance structures, and also fears about current programs or efforts being “lost.”

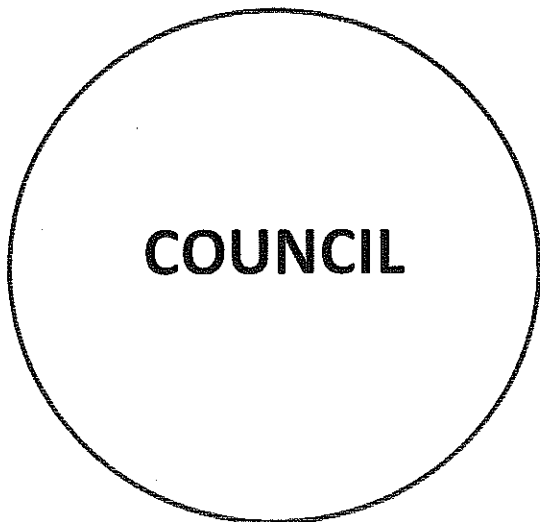
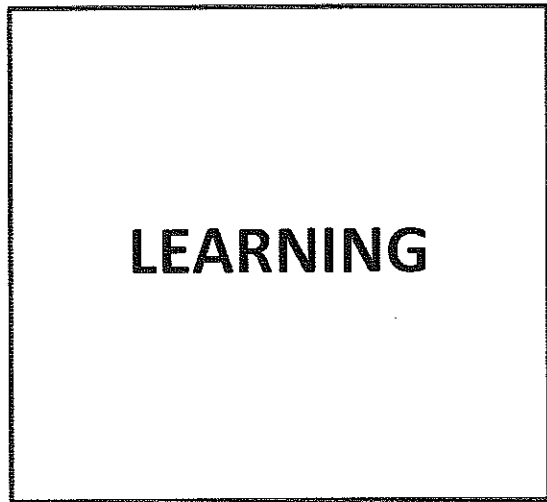
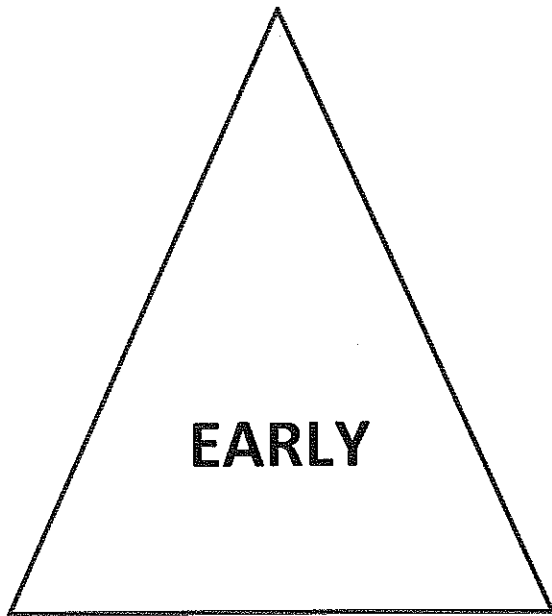
Basic service and operations

Generally, stakeholders had difficulty visualizing how the system would work on the ground and any connections to CCOs. They said services will be rapid response-oriented and access will be maintained. They pointed out that not everyone, or every community operates the same way and therefore HUBS will be flexible and responsive to local community needs. Many said this was an opportunity for innovation, which will be a guiding principle throughout.

Schedule of Input Sessions Held to Date

| Date | Location | # of participants |
|------------------------|--|--------------------------|
| October 10 | OPEC (Parenting Ed Hubs) Conference, Oregon State University | 90 |
| October 11 | Clackamas County Early Childhood Committee (mini session) | 30 |
| October 16 | La Grande, Community Action Agency host | 16 |
| October 17 | John Day ESD/CCF | 20 |
| October 18 | Prineville Head Start | 28 |
| October 23 | Lake County BOCC; Conference Call | 6 |
| October 24 | Tri County Early Childhood Committee: Redmond | 35 |
| November 7 | HSCO | 25 |
| November 7 | Head Start Association Director's Forum: Red Lion, Salem | 35 |
| November 13 | AOC- Health & Human Services Subcommittee | 50 |
| November 14 | Coos County 14 th (Community Forum) | 50 |
| November 16 | Clatsop County Commission on Children & Families | 20 |
| November 26 | Lane County | 40 |
| December 5 | Southern Oregon ESD offices, Medford | 30 |
| December 6 | Columbia County | 15 |
| December 17 | Salem Keiser Coalition for Equity | 15 |
| January 3, 2013 | N/NE Portland | 30 |

PUBLIC INPUT via Survey Monkey: (placeholder, reported in aggregate)



The Oregon Early Learning Council ensures Oregon's children enter school prepared to learn, grow, and experience life positively. The members accomplishing this task include →

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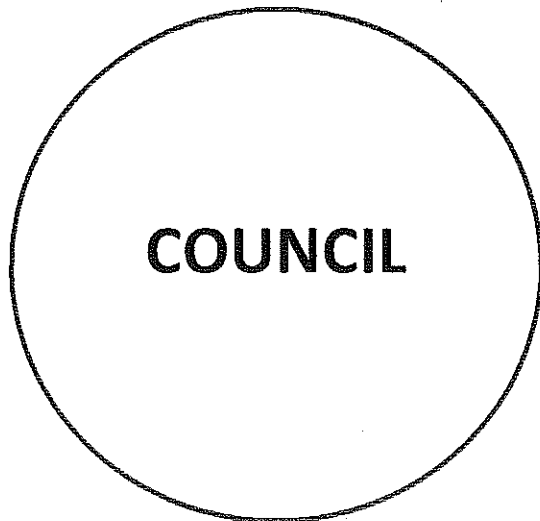
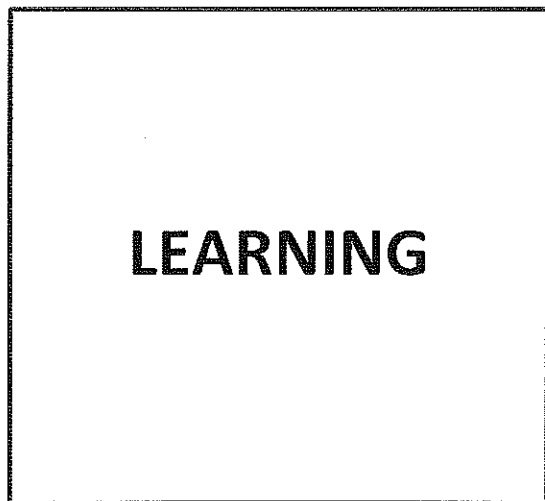
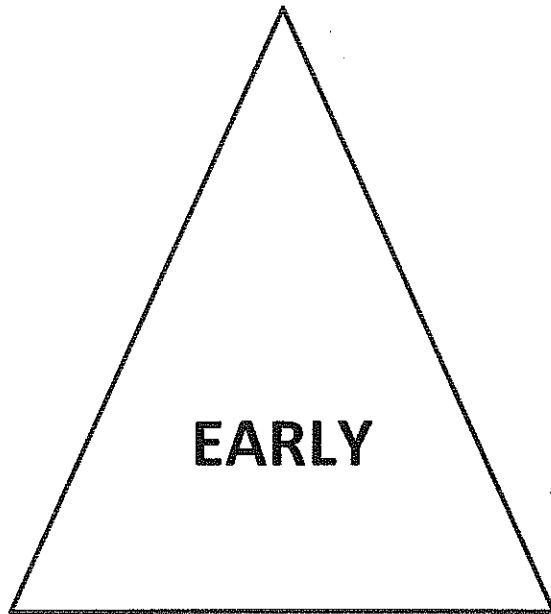
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The Oregon Early Learning Council ensures Oregon's children enter school prepared to learn, grow, and experience life positively. ELC Workgroup members and staff who prepared this report include →

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