2012

Data System Recommendations to the ELC

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ELC Data Work Group Committee Members

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Introduction

The Early Learning Council Data System Work group met over twelve sessions from January to May 2012 to draft the vision, objective, goals, and initial work plan for the creation of the Early Childhood Data System. The committee was tasked with proposing an implementation plan for the development of a statewide user-friendly data system that includes fully integrated data from early education, health, and human services by June 2012, as identified by SB909.

A project this expansive requires formative planning, open communication, a structured governance plan, and adaptability. A project such as this also requires continual research and development to ensure Oregon is using the most cost-effective and efficient techniques in data system development. Given the scale of building a comprehensive data system, resources demand an incremental, phased-in approach using opportunities to link and develop emerging systems. The group also determined that the creation of the data system should involve expanding upon the capacities of existing systems and streamlining efforts where possible.

The Vision, Goal, and Objectives statement is intended to withstand changes over time; however, the proposed implementation plan and budget are adaptable recommendations that serve a guidance documents for a data system project team. System development success requires a formal decision-making governance structure that must be sanctioned by executive-level policy bodies.

Vision Statement

Preamble

Oregon's education 40/40/20 goal is that by the year 2025, 40 percent of Oregonians will earn a bachelor's degree or higher, 40 percent will earn a post-secondary credential, and 20 percent will obtain a high school diploma or its equivalent.

In 2011, Senate Bill 909 created the Oregon Education Investment Board (OEIB), chaired by Governor John Kitzhaber, to oversee an effort to create a seamless, unified system for investing in and delivering public education from early childhood through high school and college. Senate Bill 909 also created the Early Learning Council (ELC) for the purpose of assisting the OEIB in overseeing a unified system of early childhood services, including the funding and administration of those services.

The OEIB is charged with establishing a statewide student database, from early childhood through higher education, which encourages accountability for outcomes, and provides better information for policy-makers, service providers, students, and their families to ensure progress along the entire educational path. Further, the ELC is charged specifically with establishing a plan to create an early childhood data system that can be aligned with the statewide student database.

Vision for the Early Childhood Integrated Data System

Meaningful, accessible, and timely information to help families, providers, programs, and communities promote healthy development, life-long learning, and success for children

Goal

An integrated data system that brings together data from early learning, health, and human services at the level of the child (0-5), provider, and community to improve coordination and streamlining of services, guide resource allocation, and provide accountability for early childhood investments. The data system will interface with the Oregon Department of Education Longitudinal Data System, thus providing data on children from birth through higher education. As the early learning data system evolves it will integrate with the applicable health and human service data systems.
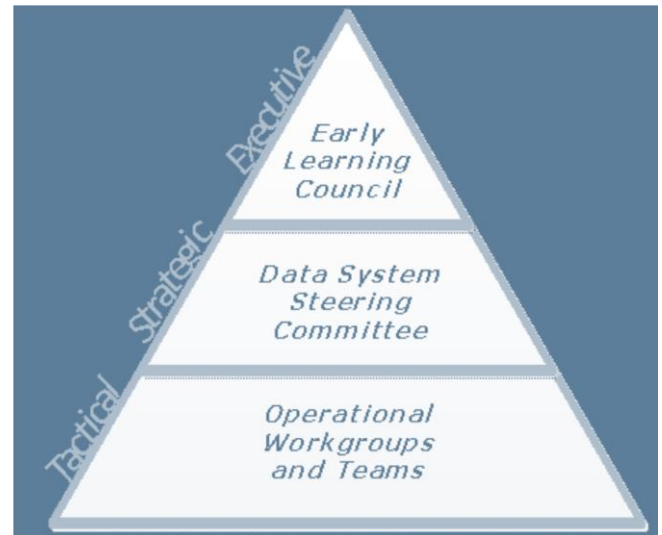
Objectives:

- A sustainable system that has the capacity to adapt to advancing evidence and change in practices within early education, health and human services
- A secure system with transparent privacy protection and security practices
- Collaboration among stakeholders in early education, health, and human services to create a shared governance structure that can link child-level data
- Integration and linking of existing data system efforts to create a unified early learning data system
- A phased approach with a commitment to engaging key stakeholders and phasing them into the system as they are ready in order to ensure shared success
- A user-friendly system accessible to providers and families to enhance coordination of services and reduce duplication
- Engagement of researchers to ensure optimal use of the data for decision-making

- Capacity to aggregate outcome data at the level of the family, provider, program, community, and state to inform policy makers on the needs of Oregon's children and the Early Learning System's Return on Investment

Governance Statement

Background

Governance of the Early Learning Council (ELC) Data System involves both an operational structure and an organizational process for determining how the system will develop and be implemented and how issues will be resolved across the participating agencies and organizations. Governance includes stewardship of the privacy, confidentiality, security and appropriate use of personally identifiable data with the system, as well as ensuring best practices for all aspects of data planning, collection, maintenance, dissemination and use of the data within the system.

Recommended Next Steps

1) Secure a qualified project team charged with the design, development, and implementation of the data system as their primary function. The team reports to the Early Learning Director on operational issues, with other decisions resting with the appropriate governing body.

2) Appoint an ELC Data System Steering Committee as a permanent standing oversight body for the data system.

3) Develop a list of agency divisions and partners participating in the Early Learning data system including but not limited to those specified in SB909[1].

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[1] **SB909 Mandate to ELC**

The (Early Learning) council shall conduct an analysis of plans to merge, redesign or improve the coordination of early childhood services and to align early childhood services with child-centered outcomes. The early childhood services to be considered in the analysis include:

1) Certain programs or services funded or administered by the State Commission on Children and Families, including: i) Healthy Start Family Support Services programs described in ORS 417.795.

ii) Relief nurseries described in ORS 417.788.

iii) Community schools described in ORS 336.505 to 336.525.

iv) Great Start.

v) Family preservation programs.

vi) Any other services identified by the board that are funded by grants or other moneys awarded to the commission for the purpose of serving children, youth and families.

2) Certain programs or services funded or administered by the Department of Education, including: i) Early intervention services.

ii) Early childhood special education.

iii) Head Start programs.

iv) Oregon prekindergarten programs, as defined in ORS 329.170.

v) The federal Even Start Statewide Family Literacy Initiative.

4) Identify a key manager (or analyst) and a key technical lead from each agency division to participate in governance efforts.

5) Inventory existing early learning data systems currently operated by each agency division. Identify owners and stewards of each existing early learning data system.

6) Create and approve a formal governance plan.

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vi) Special education and related services, to the extent that the special education and related services affect early learning goals.

3) Certain programs funded or administered by the State Library, including i) Ready to Read.

4) Certain programs or services funded or administered by the Oregon Health Authority, including: i) Maternal and child health services.

ii) The Women, Infants and Children Program established by ORS 409.600.

5) Certain programs funded or administered by the Employment Department, including: i) The Child Care Division established under ORS 657A.010.

ii) The Commission for Child Care created by ORS 657A.600.

6) Certain programs funded or administered by the Department of Human Services, including: i) The Employment Related Day Care program.

ii) The Wraparound initiative described in ORS 418.977.

Implementation Plan

Introduction

The Early Learning Data System Work Group considered various approaches for building the data system given the policy priorities of the ELC and opportunities for leveraging existing resources. The group determined that given the scale of building a comprehensive data system, resources demand an incremental, phased-in approach using opportunities to link and develop emerging systems. The group decided that Home Visiting services provide a unique opportunity from which to begin for reasons outlined below. The implementation plan assumes that system development will begin with the Home Visiting System, and then will expand to incorporate additional programs and services in a way that further leverages the capacities of existing systems. This implementation plan serves as a guidance document for the data system project team.

Reasons for Beginning with Home Visiting

 The Early Learning Council (ELC) and Home Visiting (HV) programs have overlapping populations, needs, and time frames that can be aligned to standardize and share data and processes, coordinate services, improve outcomes, and maximize resource utilization. Home Visiting programs are administered by a variety of public agencies and are provided by numerous public and private providers throughout the state; thus they are representative of the typical operational structure of most early learning services. In addition, Home Visiting is an emerging system. Bolstered by federal Maternal, Infant, & Early Childhood Home Visiting dollars to build evidenced-based programs in targeted areas, some funding has been set aside for data system development. Also, more fundamentally, there was further reason to choose this program area as the first component of the ELC data system given that Home Visiting services are often a family's first introduction to the early childhood system.

Further opportunities for leveraging were realized in joining the Home Visiting data system effort managed by the Oregon Health Authority/Office of Family Health with the Oregon Department of Education's Student Longitudinal Data System project. The Home Visiting data system will be interoperable with the SLDS from the onset, and success of further system development will require a more formal decision-making governance structure that must be sanctioned by executive-level policy bodies.

Phase 1

June 2012

ELC	HVSC	Task
X		Vision and Objectives finalized and forwarded to Early Learning Council (ELC) for approval
X		ELC Data System (ELDS) project management assigned & approved by ELC
X		3-year budget approved by ELC
	X	Work plan, benchmarks, data sharing and other policies, and solution for data system for Maternal, Infant & Early Childhood Home Visiting (MIECHV) Programs approved by Home Visiting Steering Committee (HVSC) and reviewed by the Early Learning Data System Work Group (ELDSWG)
	X	MIECHV: Implementation Plan for Home Visiting Data System (HVDS) Phase 1 and Performance Measure Reporting model developed and approved by HVSC and reviewed by ELDSWG
X		ELDS: Phase 1 Initial Contract with Hosting Vendor (University of Oregon) approved

July 2012

ELC	HVSC	Task
	X	Define data dictionary, data standards and business rules for outcomes, and reconcile program differences for approval by HVSC and review by ELDSWG
	X	Conduct environmental scan of data systems in use by state, county and external partners and share with ELDSWG
	X	RFI issued for statewide home visiting data system
	X	Request federal waiver for HIPAA/FERPA as needed for data sharing
X		ELDS Implementation Plan delivered to ELC by the Project Team. Implementation Plan addresses the following: - Governance structure (agreed upon by all agencies that interact with the data system) - Data model and data standards defined - Model for data sharing agreements and consent management practices 10 key elements of an ELC data system - Unique statewide child identifier - Child-level demographic and program participation information - Child-level data on child development - Ability to link child-level data with K–12 and other key data systems integrated with DHS and Education (Statewide Longitudinal Data System) - Unique program site identifier with the ability to link with children and the ECE workforce - Program site data on structure, quality and work

		environment ○ Unique ECE workforce identifier with ability to link with program sites and children ○ Individual ECE workforce demographics, including education, and professional development information ○ State governance body to manage data collection and use ○ Cost/benefit analysis ○ Transparent privacy protection and security practices and policies • Incorporation of MIECHV HVDS requirements and standards • IT/ resources • Data migration between old & new systems and retirement of legacy systems • Report functionality • Phased implementation plan for components of data system • Training/discussion/problem-solving with Stakeholders
X		ELDS Phase 1 requirements defined: • Policy Action deliverable ○ Unique statewide child identifier ○ HIPAA/FERPA waiver • Application development deliverables ○ Security and access module ○ Identification functionality ○ Basic demographics functionality ○ Limited screening functionality

August 2012

ELC	HVSC	Task
	X	Identify means to leverage external systems
	X	Determine business rules for desired system-based actions
X	X	Alpha test ELDS software
	X	MIECHV: Provide technical assistance to programs exporting data to Performance Measure Reporting Model
X		Develop inter agency consent management policy for ELDS participating entities
	X	Define specifications for automated, evidence-based referral management

September 2012

ELC	HVSC	Task
X	X	ELDS Phase 1 in production
X	X	Deploy MIECHV Performance Measure Reporting model (pilot for MIECHV grantee programs)
X	X	Develop Referral functionality - identify data standards, sources, & minimum set of data elements
X	X	Develop data sharing agreements with additional stakeholders to

		address referrals
X		ELCS Phase I: Undertake initial workforce training and support
	X	Issue RFP for statewide home visiting data system
	X	Software for collecting benchmark data deployed and data entry begins for MIECHV pilot communities
	X	MIECHV Performance Measure Reporting system operational

November 2012

ELC	HVSC	Task
X	*X*	Integrate Screening data from home visiting programs
	X	Establish data system user group
	X	Establish legacy system retirement workgroup
	X	Select vendor and issue contract using existing federal grant funds for statewide home visiting data system (allows for interoperability with EL Data System)

February 2013

ELC	HVSC	Task
X		ELDS Phase 1 reports: *Outcome/ tracking for individual children*
X		Integrate service data as available and capacity is developed
	X	Continue documentation system analysis and practice reconciliation

Phase II

March 2013

ELC	HVSC	Task
X		Convene cross-agency, cross sector data policy group
X	*X*	Evaluate initial data reports
X	*X*	Validate data quality
X		Develop continuous improvement plan

April 2013

ELC	HVSC	Task
X	*X*	Introduce referral capture and management module among pilot communities
X	*X*	Expand screening data model for statewide adoption by home visiting programs receiving public funds

May 2013

ELC	HVSC	Task
X	*X*	Provide training to additional home visiting programs
X	*X*	Continue workforce training for pilot communities

June 2013

ELC	HVSC	Task
X	*X*	Adopt incremental plan and proposed budget to build integrated data

		system with:
		   o Health, Behavioral Health, & Support Services Delivery Functionality
		   o Enrollment Functionality
		   o Research Functionality
		   o Revenue and Payments Functionality
		   o Reports supporting Case Management
		   o Kindergarten Readiness Assessment (KRA) data
		   o Tiered Quality Rating and Information System (TQRIS) data

July 2013

ELC	HVSC	Task
X	X	Foundational Early Learning Data System operational
X	X	Provide support for ELDS

Phase III

August 2013-April 2014

ELC	HVSC	Task
X	X	Develop feature to allow users to define care plan elements and schedules
X	X	Develop feature to enroll eligible children into care plans and monitor care plan compliance
X	X	Develop capacity to coordinate a child's care across multiple care plans and providers
X	X	Implement feature to allow providers to document service delivery

May 2014-May 2015

ELCG	HVSC	Task
X	X	Fine tune query and reporting capability
X	X	Implement audit trails for record access
X	X	Implement solution for billing and accounting for services delivered
X	X	Evaluate ELDS data and user feedback to inform system improvements

Outreach Plan

Oregon is committed to ensure successful development of the Early Childhood Integrated Data System [Data System] that meets the needs of its users and stakeholders. Continuous outreach and stakeholder input will be integral to the success of the Data System throughout its development, expansion, and ongoing evolution and inform the Early Learning Council's decision making process.

Outreach Objectives:

- Ensure ongoing communication with diverse stakeholders regarding the vision, goals, and implementation plan for the Data System
- Solicit input from key stakeholders during Data System development in a coordinated and timely fashion
- Create an effective, efficient, accessible and user-friendly Data System

Outreach Plan:

The Early Learning Council (ELC) will integrate communication regarding Data System development and implementation during its ongoing, statewide outreach processes.

Prior to entering each new phase of Data System development, pertinent stakeholders will be identified which may include:
- Service Providers
- Data-Entry Personnel
- Parents/Family/Caretakers
- Evaluation Experts
- Advocacy Groups
- University Faculty
- Think Tank Representatives
- Health System Representatives (e.g. CCOs)

Processes for engaging each stakeholder group should be identified. Stakeholder outreach will be a shared responsibility between the Early Learning Council and the appropriate agency or program. Stakeholder input will be obtained through a variety of ways, including but not limited to:
- Key Informant Interviews
- Community Forums
- Focus Groups
- Survey
- Email
- Direct mail

Specific input from identified stakeholder groups should include:
- o Functionality
- o Privacy and Access Issues
- o Accessibility and Ease of Use
- o Format and Data Fields
- o Navigation
- o Pertinent Information
- o Cost Effectiveness
- o Marketing Strategy
- o Process for Evaluation and Continual Improvement