

# A CASE STUDY OF THE MASSACHUSETTS DEPARTMENT OF EARLY EDUCATION AND CARE

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## Acknowledgements

### Acknowledgements

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### Rennie Center for Education Research & Policy

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Strategies for Children, Inc., is a Boston-based 501(c)3 non profit organization, whose mission is to improve the well being of children and families by moving their issues to the top of the agendas of communities, states and the nation through public policy, advocacy, constituency building, and public awareness.

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# A CASE STUDY OF THE MASSACHUSETTS DEPARTMENT OF EARLY EDUCATION AND CARE

## Introduction

On July 1, 2005, Massachusetts became the first state in the nation to launch an independent, consolidated department with a primary focus on early childhood learning and care. This innovative governance structure had equal standing with the state's Department of Education and Board of Higher Education. In Massachusetts, and nationally, the new Department of Early Education and Care (EEC) was greeted with excitement, high expectations and a keen sense of watchfulness. The new consolidated Department was expected to improve upon the previous system and forge new ground in early education through the development of a system of universal pre-kindergarten (UPK) for every three-, four-, and five-year-old child in the Commonwealth. The creation of the Department was viewed as an opportunity for Massachusetts "to lead the way in providing coordinated, cost-effective, high-quality early education and care."<sup>1</sup>

The creation of the Department was the culmination of several years of work by advocates and policymakers and was influenced by a growing focus statewide and nationally on the importance of high-quality early education. The primary impetus for the agency was to develop a system of UPK through a mix of private and public providers, which the existing governance structure was not capable of overseeing. Several additional factors contributed to a heightened focus on the needs of the youngest children. Brain research over the past decade has directed increased attention to early education as it showed the long-term impact of high-quality early education and its potential return on investment. Specifically, research has shown that low-income children who participate in a high-quality early education are more likely to excel in school, stay off welfare and out of jail, and to later become good parents themselves. Research into the economics of early education also showed that investments in high-quality early education could lead to as much as a 16% return on investment. Growth nationally in the number of women engaged in the workforce further elevated the focus on the need to provide access to high-quality early education and care - and this growth is projected to continue.<sup>2</sup>

Another important factor influencing the creation of the Department was the move toward standards and accountability in K-12 education, which aspires to have all children achieve to their fullest potential. Increasingly, it has become evident that a high-quality early education experience is a fundamental component of an educational continuum that ensures that children, especially those at-risk, have the necessary foundation to succeed in the K-12 system and in life.

This case study describes the evolution of EEC from its early conceptions to its impact in its first two and a half years. The goal of the study 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. While this case focuses primarily on EEC's services for children ages three through five, it is important to note that

the agency serves children age birth through 14. Through this case, we 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. The report is divided into the following sections:

- **Part One** - the consolidation and creation of EEC;
- **Part Two** - EEC’s structure and responsibilities; and
- **Part Three** - EEC’s progress to date, as well as the challenges that lie ahead and lessons for other states.

## Methodology

The research for this case study, conducted by The Rennie Center for Education Research & Policy, is primarily based on interviews with a diverse group of 43 leaders, representing public and private educators and program providers, legislators, policymakers, business leaders, early education experts and other stakeholders (A complete list of interviewees can be found in Appendix A). A total of 52 people were contacted to participate in the survey, nine of whom chose not to participate or did not respond to the invitation. In each interview, a similar series of questions were posed to interviewees. The full list of interview questions can be found in Appendix B, but the following are some of the primary research questions:

- Why was EEC created and what was it designed to achieve?
- How was it created and who were the leaders involved in EEC’s development? What roles did these leaders play?
- What were the major political and substantive challenges in establishing a unified governance structure for the early childhood sector? How were they overcome?
- What are the strengths and challenges of EEC as it currently exists?
- What are the indications of progress for the new Department? Challenges for the future?

Interviewees agreed to speak candidly (not for attribution) and expressed a wide range of viewpoints corresponding to their varied backgrounds and perspectives. However, despite the diversity, responses did coalesce around themes in several key areas. This case study summarizes the themes from the interviews along with information from document analysis and concludes with lessons for other states.

## PART ONE: GATHERING SUPPORT FOR A NEW SYSTEM

The progression toward the development of a new governance system for early education and care took place over several years and involved several important contributors and supporters including advocacy groups, legislators, the business community and early education and care providers. It was strongly influenced by research that highlighted the long-term impact of high-quality early education. This section describes the critical factors and people who laid the foundation for the newly consolidated Department and chronicles the series of key events that led up to its creation.

### The System Prior to EEC

Prior to the creation of EEC, the early childhood sector in Massachusetts was a labyrinth of separate bureaucracies and disconnected categorical programs. Table 1 includes a summary of programs and funding for the four agencies with oversight for the majority of the services provided to children ages birth to 14. Of these, the two agencies that oversaw the bulk of the public funding were the Department of Education (DOE) through its Early Learning Services Office and the Office of Child Care Services (OCCS) under the Executive Office of Health and Human Services (EOHHS). This section provides background on each of these departments as well as the rationale for developing a new system.

**Table 1. Description of Previous System: Program Overview, 2004**

Program Name	Agency Affiliation	Children Served	Population Served	Funding	Funding source
Community Partnerships for Children (CPC)	DOE	15,300	3 and 4 year olds from working families	\$69.3M	State
Early Childhood Special Education Allocation Grants	DOE	14,500	Children ages 3 plus with disabilities or delays	\$10M	Federal
Massachusetts Family Network	DOE	24,670	Support for families with young children prenatal to age 4.	\$5.3M	State
Parent/Child Home Program	DOE	354	Services for children at-risk 18 months to age 4 and their parents	\$1M	State
OCCS Child Care Services	OCCS	46,744	Services for low-income families and children ages 0-12 and up to 16 for children with special needs	\$355M	Primarily Federal
Head Start	Administration on Children, Youth and Families (ACYF)	11,572	3 to 5 year olds from low-income families	\$93M	Federal
	DOE	303		\$6.1M	State
Early Intervention	Department of Public Health (DPH)	N/A	Disabled children up to age 3	N/A	State

*Sources: Rennie Center for Education Research & Policy, 2004 and Report of the Massachusetts Early Education and Care Council, 2004*

### *Office of Child Care Services (OCCS)*

Established in 1997, the Office of Child Care Services, a division of the Office of Children, Youth and Family Services in the Executive Office of Health and Human Services, was responsible for providing a variety of services for children from birth to age 12.<sup>3</sup> Its mission

was to establish and enforce “strong health, safety and education standards” in Massachusetts’ child care programs. The Office was created as a distinct department within EOHHS as part of an attempt to create a more centralized parent- and child-friendly system.<sup>4</sup>

In 2004, OCCS had a budget of nearly \$355 million, composed primarily of federal funding. OCCS programs were primarily dedicated to subsidies for low-income families as they transitioned off of welfare.<sup>5</sup> With the creation of OCCS, Massachusetts shifted its focus from providing assistance to supporting families in obtaining self-sufficiency and independence, thus making the availability of child care for women returning to work a high priority.

OCCS used two distinct methods to deliver child care services. The first was to enter into contracts with child care centers and family child care systems to deliver subsidized care to a set number of children. This “contract” approach guaranteed that the state would fund providers for a set number of child care slots during the established time period. Providers commonly played major roles in recruiting families, processing paperwork for subsidies, and monitoring eligibility. The second method was to contract with local child care resource and referral (CCR&R) agencies to administer a child care “voucher” system. Through a statewide network of CCR&R agencies, this system provided vouchers directly to parents who could use them to secure care from any licensed provider in the market willing to accept vouchers. The CCR&R agencies were responsible for client recruitment, intake, and eligibility reauthorization.<sup>6</sup>

### *Department of Education (DOE)*

With a budget of close to \$95 million, the Early Learning Services office at DOE was responsible for overseeing DOE’s three primary early education programs: Community Partnerships for Children, Early Education for Children with Disabilities or Delays, and quality grants to Head Start programs to supplement federal funding.<sup>7</sup> The largest of these programs was the Community Partnerships for Children (CPC) program.

The CPC program required the creation of a local Community Partnership Council consisting of parents, program providers, and other community members, that was responsible for creating a needs assessment and allocation plan and overseeing that plan’s implementation at the local level. A public school district, Head Start provider, or a licensed child care agency could be selected by the Council to serve as the lead agency to administer the fiscal and programmatic details of the local CPC program, with oversight from the Partnership Council.<sup>8</sup> Through this model, DOE distributed flexible grant funds to communities to coordinate preschool services across programs with the goal of raising the quality and accessibility of services so that all eligible three- and four-year olds entered school ready to learn.

Launched in 1985 as a program for young children with disabilities or at risk of developmental delays, the program was redesigned as part of Massachusetts’ Education Reform Act (MERA) of 1993 to become a collaborative system of early learning providers with a high degree of local flexibility. In 1996, revised legislation was approved that increased the CPC’s emphasis on collaboration and its focus on working families, and

required one-third of the children to be in full-day, full-year programs. The amendments also required the use of a sliding fee scale for tuition and subsidy payments.

Early Learning Services represented a relatively small office within DOE, both in terms of staff and funding. To compound the issue of its small size, Early Learning Services was overshadowed by the demands that the MERA of 1993 placed on DOE, mandating the creation of a K-12 system of standards and accountability and requiring high stakes testing. MERA represented a fundamental shift in the way public education was delivered and required much of the attention of DOE's leadership. This distraction, compounded with personality conflicts between leadership of DOE and of Early Learning Services, meant that the latter was not as tightly managed as it could have been. According to former DOE Commissioner David Driscoll, "I couldn't manage collaboration with my own people the way I wanted to."

Funding for CPCs was allocated through Early Learning Services to the local councils, which were allowed to set their own rates of reimbursement. The high degree of local control built into the program provided CPCs with a large amount of discretion over what providers charged the local councils for their services, and how the councils chose to use their funds. For example, one provider could be reimbursed at the same rate as a private paying parent for serving a child referred with a CPC scholarship, while another CPC may reimburse at a significantly lower rate, even at the same provider. One CPC may choose to invest in a broad-based research study on early education, while another might start a local pilot to help providers dealing with children's mental health issues. The guidelines for spending CPC funds were deliberately left open to allow for each CPC to determine what was best in its community.

The flexible funding of CPCs had a major impact on the early education field. With CPC funding, providers would often be paid at significantly higher rates and with more flexibility than the state subsidy system overseen by OCCS could provide, allowing educators to support professional development and other innovations that could improve the quality of their programs. In a 1995-1996 report by Tufts University, evaluators found that CPCs significantly improved quality, affordability, and comprehensiveness of services among providers. The evaluation also found that collaboration among early education and care programs had significantly increased, and the availability of early education and care to children and families had improved, as had the level of equity among providers of care.<sup>9</sup>

However, the flexibility of CPC funding opened up the potential for misuse. In 2001, the state auditor issued a report on the program, finding that while overall the programs were providing quality services to their target populations, there were inadequate administrative and accounting controls in place that may have led to the mismanagement of approximately \$10 million in state funds. The report concluded that there was inadequate assurance that CPC funding was safeguarded against misuse. As could be expected, the auditor's report had a negative affect on the credibility of the CPC program and marked the beginning of erosion in its funding.

## The Rationale for EEC

There were several compelling reasons for developing a consolidated Department. First were the challenges inherent in the existing system for early education and care, including confusion over funding sources, overlap in services provided by CCR&Rs and CPCs, redundant and conflicting requirements for providers, and problems of access.

Second was the increasing movement toward high-quality UPK for all three-, four-, and five-year-olds in Massachusetts. The UPK movement was conceived as an initiative that would meet professionally accepted standards, be staffed by well-trained early educators, and be delivered through a mix of public and private programs. Bolstered by research showing the impact of high-quality UPK on children, families and the economy, supporters envisioned a system in which access to publicly-funded, voluntary, high-quality pre-kindergarten would begin at three-years-old for every child.

Finally, public meetings across the state convened by the Early Education for All Campaign, (which is described in greater detail on pages 13-19) made clear that the field of early education and care providers, advocates and families wanted the disjointed, multi-agency system fixed. The cohesive call for a new system from a field that had historically been fragmented and polarized made legislators take notice. This unity, coupled with the diversity and number of constituents supporting more streamlined oversight, solidified the Legislature's support for the creation of a new unified governance structure.

## Challenges of the Former System

### *Funding*

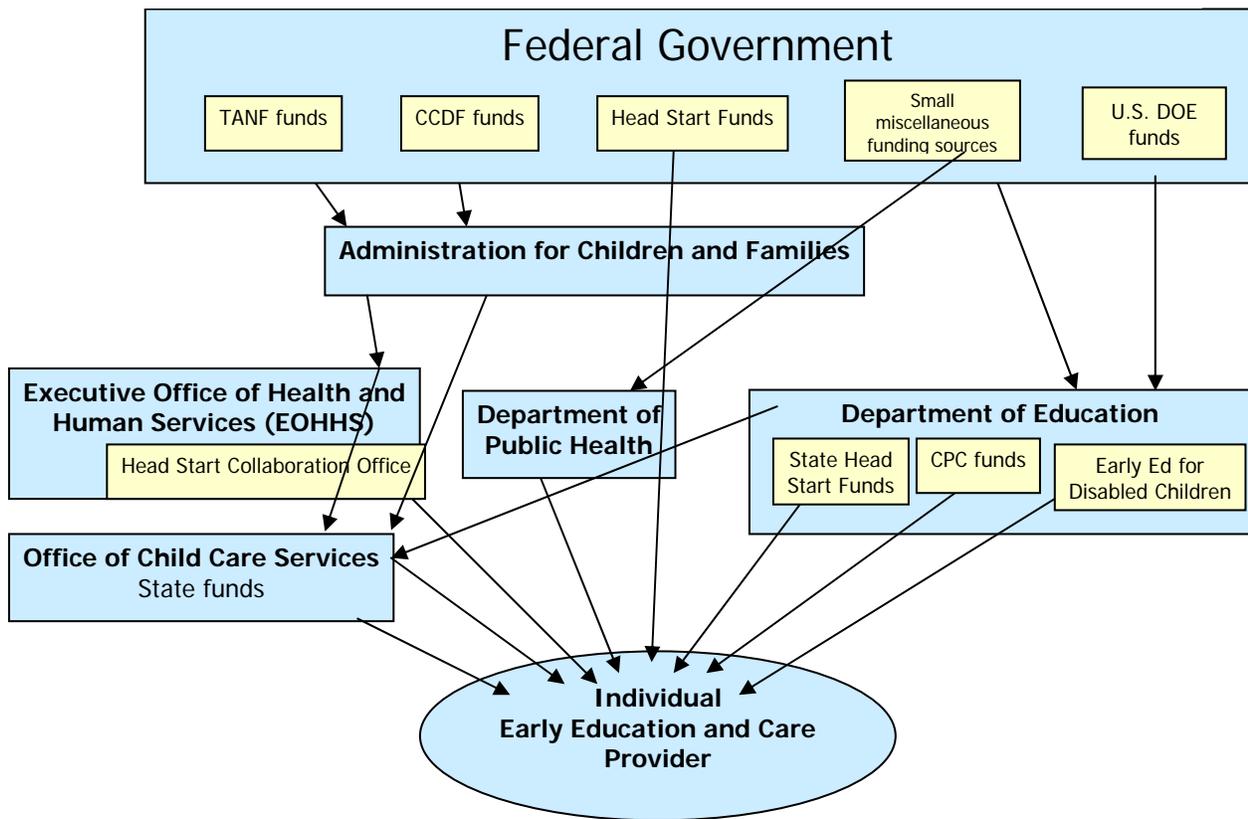
Prior to the consolidations of the Department, child care programs in Massachusetts received funding from at least two state agencies (OCCS and DOE), often through more than one funding stream, all backed by the same state and federal revenue, but paid through distinct payment methods (vouchers, contracts, grants). There was little collaboration between the agencies charged with providing services to children. Though state and federal funding from DOE and OCCS might be paid to the same provider, each agency had its own policies and requirements. For programs receiving funding from OCCS, rates were set at the state level for voucher and contract payments and were based on some level of aggregated regional market price, not the going rate for private-paying families or the cost of care. In contrast, each of the 164 CPC programs set their own payment rates through individual grants to local providers, resulting in a great variation in CPC and voucher/contract rates. For example, in 2002, the average rate for CPCs in Metro Boston was \$45.58 per day, while the average rate for vouchers and contracts (overseen by OCCS) in Metro Boston was \$33.13 per day.<sup>10</sup>

In addition, the federal funding that was dispersed through OCCS came with regulations and reporting requirements that did not exist for the state funds provided through the CPC program. For example, providers receiving state-funded CPC dollars had the flexibility to spend their funds on an array of items ranging from nutrition, social and health services, family involvement, and renovations and improvements, including the renovation of space, playground improvements and the purchase of land.<sup>11</sup> In contrast, OCCS was primarily funded through federal grants, which prohibited the use of funds for physical improvements

or renovations. Table 2 illustrates the flow of funding under the system prior to the creation of EEC.

The resulting complex patchwork of funding streams brought with it a maze of requirements that was inefficient, redundant, time-consuming for providers and virtually indecipherable to the families it was designed to serve. One interviewee noted that before EEC was created, “if there was a galvanizing event or tragedy [related to the care of a child], the Legislature didn’t know where to allocate money.” It was hard for policymakers to know whether or not OCCS or DOE would be better able to address the problem.

**Table 2. Funding for Early Childhood Education and Care under the previous system.**



*Duplication of Services*

In addition, CPCs, funded by DOE, and CCR&Rs, funded by OCCS, had overlapping geographic services areas, and in some cases offered the same or similar services in those areas. This duplication of services often made things confusing for families and providers, and had the potential to result in a waste of taxpayer dollars.

*Conflicting Requirements and Policies*

DOE and OCCS requirements for programs were not aligned. For example, the two agencies used multiple training and certification requirements for teachers and providers, resulting in a workforce with a range of varying skills and no clearly identified career path. This lack of alignment led to an environment under which the quality of education and care provided varied widely based on the source of funding.

Moreover, duplicative and burdensome program licensing, accreditation, and monitoring practices required providers receiving funding from multiple sources to adhere to the mandates of each funding agency. For example, a provider who received Head Start, OCCS, and CPC funding could be required to adhere to three separate, and partially redundant, measures of program quality. DOE required accreditation through the National Association for the Education of Young Children (NAEYC), Head Start required completion of the Program Review Instrument for Systems Monitoring (PRISM), and OCCS required use of the Early Child Environment Rating Scale (ECERS). The agencies also utilized separate financial and program schedules - some requiring reviews every six months and others every twelve.

Finally, because there were multiple agencies overseeing the provision of services, standards and policies pertaining to the quality of education and care delivered were not consistent across the state.

### *Problems of Access*

While Massachusetts had an official wait list for subsidized child care, which in FY04 included 14,000 eligible children from birth through age 12, this list was not reliable and resulted in some families not receiving access to care in a timely manner, if at all. Because the funding for young children was provided by two separate agencies, families often had no access to complete information unless they solicited it from both the DOE and OCCS.

The agencies also used conflicting eligibility standards for subsidies, further confounding parents and providers. For example, OCCS eligibility requirements called for families to have an income at or below 50% of the state median income upon initial assessment. Families would remain eligible if their income remained at or below 85% of the state median income (SMI) and met OCCS activity requirements. However, DOE programs accepted new families at up to 125% of SMI and CPCs were required to prioritize families earning 100% SMI and below.<sup>12</sup> A family's choice about where to send their child to preschool/child care was often dictated by the type of funding for which that parent was eligible, not by the needs of the child.

### The Role Of Universal Pre-Kindergarten in Creating the New, Consolidated Department

Universal pre-kindergarten (UPK), defined as publicly-funded preschool services made available to children and families on a voluntary basis, has been gaining momentum across the nation. As of January 2008, three states have UPK programs for four-year olds and another 14 states, and the District of Columbia, are moving toward UPK. In Massachusetts, the primary advocacy force behind the movement toward UPK has been the Early Education for All Campaign (EEA). EEA is an initiative of Strategies for Children, Inc., a Boston-based 501(c) 3 public policy/advocacy organization focused on ensuring that every child has access to "high-quality pre-kindergarten education, which meets professionally accepted standards, is staffed by well-trained early educators, and is delivered through a mix of public and private programs."<sup>13</sup> (See pages 13-19.) The challenges of the existing system made it clear that one coordinated governance system was needed to ensure adequate oversight of a high-quality system of UPK.

Research bolstered the case for investing in high-quality early education. Researchers studying brain development confirmed that the human brain develops more rapidly between birth and age five than during any other subsequent period.<sup>14</sup> According to this research, the first five years of life are a time of enormous social, emotional, physical and cognitive growth. As one researcher put it, the early years provide a window of opportunity to “set either a sturdy or fragile stage for what follows.”<sup>15</sup>

Initially, some early educators worried that implementing a system of UPK, which included requirements for increased teacher credentials, would limit the role of private and family providers and mean that UPK was delivered solely through public schools. However, proponents of UPK advocated for a mixed system of providers that included public, private and family care providers. UPK supporters made it clear that in order to roll-out a comprehensive system of high-quality UPK, all providers would be needed and more capacity would have to be developed. This fact helped galvanize many providers and secure their support.

Policymakers were attracted by the promise of universal access to high-quality pre-kindergarten for every three through five-year-old child in Massachusetts. One interviewee explained, “the universality of UPK got most [State] Representatives on board.” Another interviewee called UPK the “window of opportunity” that garnered the support for a new structure. According to another interviewee, “The Legislature grabbed onto the issue of UPK. Without UPK, EEC wouldn’t have happened.” As former EEC Commissioner Reale stated, “We needed a truly comprehensive system across all ages of kids so we could have UPK. We had to get our governance act together.”

## Massachusetts’ Challenges to Establishing a New Structure

Despite the myriad problems with the existing structure and the clear need for improvement, there were significant challenges that stood in the way of the creation of an independent consolidated governance structure for early education and care.

### *The Philosophies of Education vs. Care*

The idea of bringing together two separate state agencies was challenging enough, but the merging of OCCS and DOE was more than merging budget line items and office space. It meant bringing together two very different philosophies regarding young children.

The philosophy of “care” stemmed from OCCS’ original function as an agency to support families as they transitioned out of public assistance programs and into the workforce, with regulatory and oversight for all licensed child care programs. The focus of the services provided by OCCS was necessarily broad and included the health and safety of children, as well as their education and care. The “education” philosophy came from DOE’s narrower focus and need to align with the objectives of the K-12 system and to prepare students for school.

The two agencies’ services were also delivered very differently—OCCS was a large, centralized department that delivered services statewide while the majority of DOE’s Early Learning Services were delivered locally through its CPC program. In large measure, the

providers with whom each of these departments worked mirrored the philosophical split between the agencies: those under OCCS placed more emphasis on care, safety and compliance with federal funding regulations, whereas those under DOE placed a higher priority on addressing the educational needs of young children at the local level. As one interviewee summed up this technical distinction, “[Early Learning Services] was good about quality but not great with financial accountability nor data-driven,” while data-driven decision-making and fiscal accountability were noted as strengths of OCCS.

When contemplating early education and care governance, most providers were concerned about where the locus of power would be situated. Those focused on care worried that if the education proponents were in charge, providers outside the public education system would lose their independence and, eventually, their place in the sector, as providers focused on education “pushed [more care-focused] providers out of business.” Those focused on education worried that if the care proponents took over, there would be a diminished focus on high-quality programs that prepared children for school. These divisions within the sector hindered the establishment of a unified coalition to support the creation of an independent department. As one provider explained, “it should be the goal that *education* is caring and *care* is educating. We need a strong structure to support this kind of unification.”

Tension also existed between child care providers and public school teachers. Conflicts about teacher qualifications, salaries, and unionization led to divisions between the two groups. Private providers without Bachelor’s degrees have resisted the growing emphasis on post-secondary credentials that, in the words of one interviewee, seems to “devalue life experience, provider skill and service delivery.” The idea of creating a system of high-quality UPK exacerbated these tensions as some private and family providers worried that the requirements for Bachelor’s degreed teachers that accompanied a plan for UPK would exclude all but public school providers. Thus, EEA’s advocacy efforts worked to ensure that a key feature of the UPK initiative was that it would be a mixed system of high-quality early education and care that was inclusive of all providers - while addressing the Campaign’s second major goal: the creation of a comprehensive workforce development system to improve the training, education, and compensation of the early childhood workforce.

### *State vs. Regional vs. Local*

The early education and care field was also fractured along fault lines due to a competing state, regional, and local approach to the provision of early education and care services and oversight. Many CPC providers were supportive of a local approach to services, believing that local communities were better able to gauge the needs of the parents and children and to make available services tailored to those unique needs. Others, like some of those involved in CCR&Rs, favored a regional approach where services could be more efficiently provided across the region, but the administrative costs of staffing a local agency were minimized. Still others favored a statewide approach with more attention focused on ensuring a consistent level of quality from one provider to the next across the state.

## Opposition from the Executive Office

In many of the states where support for UPK has taken off, the Governor has been a key player and supporter. This was not the case in Massachusetts, where Republican Governor Romney was opposed to the creation of a separate and independent department to support UPK. From the first stages of discussion about governance, Governor Romney made it clear that he was not supportive of the creation of a consolidated department. One interviewee explained, “the fierceness of Romney’s opposition was unanticipated.” The Governor’s reasons were that this seemed to imply “more government” and he was in favor of a reduction in government. Romney also argued that the system would be better served by keeping the agency under EOHHS, which he felt had the capacity to oversee the funding efficiently. The Governor was concerned about a shift in focus toward UPK and away from a targeted approach for low-income children and families. Moreover, Governor Romney was reportedly skeptical of the research about the long-term impact of high-quality early childhood education. A December 2004 article in *The Boston Globe* reported that Governor Romney was “skeptical that preschool programs such as Head Start have a lasting effect on students.”<sup>16</sup>

## The Early Education for All (EEA) Campaign

The majority of those interviewed for this case study stated that the Early Education for All Campaign spearheaded and was the driving force behind the creation of the consolidated Department. Interviewees identified the Campaign’s most significant contribution as its ability to bring together the fragmented early education and care sector around common themes and convince a polarized field that it could achieve more through a unified voice, instead of several dissonant ones. Most interviewees mentioned Margaret Blood, EEA Campaign Director and child policy specialist, as the clear leader in the move to establish the Department.

In the summer of 2000, Blood launched EEA to address the pressing need for high-quality early education in Massachusetts. The leaders of the Campaign decided that to achieve this required the creation of a new, independent, unbiased organization. As a result, Strategies for Children, Inc. was incorporated in 2001 to

### Engagement of the Business Community

The engagement of the business community was a critical component of the EEA Campaign. Prior to forming the Campaign, Margaret Blood had directed a national study, *State Legislative Leaders: Keys to Effective Legislation for Children and Families*, which examined the attitudes and opinions of state legislative leaders regarding children and families. Among the findings of this study was the need to involve business leaders as legislative advocates for children and families in their states.

Margaret utilized this lesson at EEA, strategically recruiting and mobilizing business leaders, trade associations, and Chambers of Commerce throughout the state to advocate on behalf of high-quality early education. This group is led by Paul O’Brien, President of the O’Brien Group and former Chairman of the New England Telephone Company, and Mara Aspinall, President of Genzyme Genetics, both respected and accomplished business leaders, who continue to provide critical leadership to the Campaign. (Read more about these and other critical leaders in Appendices D and F.)

To engage business leaders, the Campaign’s messaging focused on the efficacy of investment in high-quality early education and its impact on ensuring a productive labor supply. Business leaders on the Advisory Committee were mobilized to recruit their peers. Once on board, the business community was invaluable in stressing the critical need for a streamlined governance structure.

provide the operating and financial infrastructure for EEA. SFC does not solicit or accept public funding, so it can speak candidly and openly on behalf of children and families.

EEA's mission is to make voluntary high-quality early education available to all Massachusetts' young children and families. The Campaign is comprised of a diverse coalition of leaders from business, early childhood, labor, religion, health care, education and philanthropy, working in partnership with parents, grassroots leaders, and state policymakers to ensure:

- Voluntary, universally accessible, high-quality pre-kindergarten for every child delivered through a mix of public and private programs;
- Voluntary, universally accessible, high-quality full school-day public kindergarten for every child; and
- A statewide system to improve the training, education, and compensation of the early childhood workforce.<sup>17</sup>

EEA has pursued four strategies to build the support for universal, high-quality early education:

1. building a diverse coalition of support,
2. providing the field and Legislature with research to “make the case,”
3. engaging directly with legislators, and
4. utilizing the media to elevate the issue and galvanize public support.

As EEA pursued its vision for high-quality universal early education, it became evident, through feedback that the Campaign solicited from the education/provider community, families and policymakers, that a streamlined system of governance would be required to efficiently oversee the expanded and enhanced system of pre-k. As advocates, EEA could not make an effective case for new investments without first ensuring a streamlined administrative structure. The first step on the path toward improving early education in the state would have to be governance, because without a coherent and aligned structure at the state level, none of the other improvements that the Campaign sought would find a foothold. As one interviewee commented, “We couldn’t get around the issue of governance if UPK were to move forward. Rather than choose sides between DOE and OCCS, it was better to create a new entity.”

## 1. Building a Diverse Coalition of Support

Since its inception, EEA focused on building a powerful and diverse coalition of support in three ways. First, EEA staff engaged and empowered stakeholders in the early education field across the state, including public and parochial schools, Head Start, and for-profit, non-profit, and family child care providers. Simultaneously, the Campaign established a high-powered Advisory Committee of “likely” and “unlikely” allies, influential leaders from diverse sectors. Finally, the Campaign formed a Policy Committee as a subset of the Advisory Committee, comprised of early education and care leaders representing distinct groups and perspectives.

### EEA's Guiding Principles:

- Universally accessible for three-, four-, and five-year-olds with a vision to meet the needs of all children (0-14)
- Voluntary for participation by children, families, and providers
- Flexible enough to meet the diverse needs of children and families
- Delivered through the existing mixed system of public and private programs
- Defined by a universal program standard that promotes healthy emotional, social, physical, and cognitive outcomes for children
- Designed and funded to recruit, train, and retain qualified staff
- Built on current program and system strengths
- Phased-in incrementally

### *Engaging the Field*

The Campaign began its work with an extensive community outreach process to solicit recommendations on how to best meet the early education needs of children and families across Massachusetts. EEA found that while there were significant areas of disagreement between the public and private sectors, there was much more that united the field than divided it. Common themes included: a lack of coordination between DOE and OCCS, a lack of commitment to the workforce, and a lack of resources to deliver high-quality services to all children. Working in partnership with local community leaders and organizations, the Campaign gathered input from a diverse group of over 4,000 stakeholders,

conducting 100 interviews and hosting 32 community forums and 60 meetings. Findings from this process helped to inform the development of a set of Guiding Principles, which later served as the framework for the Campaign's policy proposals to the Legislature.

### *Mobilizing the EEA Campaign Advisory Committee*

In addition to building consensus through grassroots activism in the field, EEA established and developed an Advisory Committee of influential leaders from business, early childhood, labor, religion, health care, education, and philanthropy who shared the belief that achieving Massachusetts' economic and educational goals relies on improving the early learning opportunities we provide our children. Co-chaired by two high-profile business leaders, Paul O'Brien, president of the O'Brien Group and former chairman of the New England Telephone Company, and Mara Aspinall, president of Genzyme Genetics, this group provided leadership and helped to increase opinion leader and voter support for high-quality early education for all.<sup>18</sup>

### *Convening the EEA Policy Committee*

In the spring of 2002, the Campaign created a subcommittee of the Advisory Committee, originally called the Legislative Development Working Group, to focus on policy development.<sup>19</sup> This group, which eventually became known as the Policy Committee, drafted and monitored EEA's legislation. EEA worked to ensure that all facets of the early education and care community were represented on the Policy Committee, relying on them to help shape and advocate for policy proposals.

This Committee offered its members the opportunity to discuss and resolve areas of disagreement behind closed doors so that early educators could present a united front to policymakers. This tactic helped persuade legislators that their constituencies were aligned and supportive of the same goals.

## 2. Use of Research

Since its inception, EEA has used research in two primary ways: 1) by commissioning independent research to inform its advocacy and policy development, and 2) by packaging and disseminating third party research into easy to understand fact sheets and briefing documents.

### *Generating Field-Based Research*

In early 1998, prior to officially launching EEA/SFC, Blood led a statewide constituency building research project titled: *Our Youngest Children: Massachusetts Voters and Opinion Leaders Speak Out on Their Care and Education*. The project consisted of two statewide voter polls (400 voters each) and 48 opinion leader interviews with business, government, organized labor, media, religion, education and child care leaders. The goal of the project was to analyze the climate for investment in universal child-care.

The culminating report was published in 2000 and led to the creation of EEA and SFC. The findings identified the public and political will for publicly-funded early education.

Specifically, the report found that less than 10% of voters were using child care, and that voters and opinion leaders are more willing to support government funding for “early childhood education” rather than “child care,” if it was: child-focused; for ages three, four and five; and clearly connected to long-term educational benefits.

EEA also commissioned other research to inform its advocacy and policy development, including studies on the early education workforce and the capacity of institutions of higher education to provide further educational opportunities to them, a statewide household survey to gauge demand for high-quality UPK and full-day kindergarten, two statewide voter polls, and a report on the cost of high-quality UPK in Massachusetts.

### *Disseminating Third Party Research*

EEA consolidates data from child development, neuroscience, and economic research and disseminates this information in briefing documents and “Fact Sheets,” which one interviewee described as “sound bites that were easily digestible by the Legislature and the public.”

## Building Legislative Support: The Development of the Policy Committee

The Policy Committee played a critical role, helping to develop policy and build legislative support. The Committee provided expertise and guidance as EEA developed its legislative agenda and drafted politically viable policy proposals with the support of all parties. The group met monthly and focused on aligning the needs of the early education and care community, the realities of the political environment, and the Campaign's agreed upon principles and goals.

The Committee was composed of a diverse group of stakeholders from the early education and care field, representing distinct groups and perspectives including Head Start, YMCAs, public schools, for-profit and non-profit early childhood programs, family child care, resource and referral agencies, and others. The Committee provided a safe place for members to think collaboratively and in new ways about issues that had historically driven the field into factions. While tensions and tempers flared at times, the emphasis on doing what was best for children, and recognizing the unique opportunity to do together what they would be unable to do alone, kept members coming to the table to forge ahead.

As of June 2004, the Policy Committee was comprised of the following members (See Appendix F for the current list of Policy Committee Members):

- Mary Ann Anthony, President, MA Association for the Education of Young Children
- Douglas Baird, President & CEO, Associated Early Care and Education
- John Baker, Representing MA Independent Child Care Operators
- Barbara Black, Northampton Public Schools
- Roger Brown, Vice Chairman and Founder, Bright Horizons Family Solutions
- Gillian Budine, Representing Erving School Union
- Nancy DeProsse, Representing United Auto Workers Union
- William Eddy, Executive Director MA Association of Day Care Providers
- Jillayne T. Flanders, Representing MA Elementary School Principals' Association
- Caroline Hanes, Representing MA Head Start Association
- Joan Kagan, President & CEO, Springfield Day Nursery
- Kathleen Kelley, President, American Federation of Teachers-MA
- Kathy Modigliani, Director, The Family Child Care Project
- Gwen Morgan, Consultant, Wheelock College
- Marta Rosa, Executive Director, Child Care Resource Center, Inc.
- Richard Rowe, Chairman, MA Business Alliance for Education
- Evelyn Tobin, Public Policy Director, YMCAs of MA
- James C. Ward, Executive Director, Early Childhood Centers of Greater Springfield
- Pat Xavier, Director, Boston Child Care Alliance

## 3. Connecting with the Legislature

To effectively engage with policymakers, EEA recruited staff with both legislative experience and knowledge of the early education field. One interviewee involved in developing the legislation noted that EEA staff “had their ears to the ground *and* they were trustworthy. They had legislators’ interests in mind, in terms of the importance of the affordability of the proposed legislation.” When filing legislation, EEA staff canvassed the State House and recruited legislative co-sponsors. One State House staffer noted the impact of this: “When legislators asked, ‘Who’s on board?’ EEA could answer, ‘100 of your colleagues.’ This made it hard to say no.”

EEA cultivated and benefited from support from key legislative leaders including Speaker of the House Tom Finneran (see page 19) and current co-chair of the Joint Committee on Education, Representative Patricia Haddad. Representative Haddad, a former teacher, supported EEA’s legislation from its early stages and helped gain the support of other key legislators. Representative Haddad and Representative Marie St. Fleur, former Co-chair of the Education Committee and a former after-school provider, along with former Representative Peter Larkin, also former Co-Chair of the Education Committee,

became lead House champions for high-quality early education, among others. Senate

leadership has also been critical, led by Senate Majority Leader Fred Berry and Joint Education Committee Co-Chair Senator Robert Antonioni, among others.

#### 4. Engaging the Media

Recognizing the importance of the media to raise public and policymaker awareness and support, EEA focused its outreach to the media through a variety of mechanisms - making presentations to editorial boards, recruiting Advisory Committee members to submit Op-Eds, engaging early educators and others across the state to submit Letters to the Editor, submitting summary briefs, press releases, and easy-to-digest facts to business and labor publications, providing talking points to potential stakeholders, and spending face-to-face time in conversations with journalists and other influential communicators.<sup>20</sup> EEA also spent money for paid media spots and enlisted the pro-bono assistance of a leading advertising agency to run a multi-week statewide paid television and print advertising campaign to raise awareness prior to the first legislative hearing in October 2003. Interviewees felt this constant media attention was critical, and helped to “make sure this stayed an important issue.”

These strategies were instrumental in raising awareness and buy-in. One interviewee explained that the numbers of editorials (99 in a five-year period, including 40 in *The Boston Globe*, Massachusetts’ largest daily newspaper), were “. . . critical to the Legislature,” while another interviewee explained that “. . . the media played an enormous role” in influencing support for the creation of the consolidated Department.

#### *Developing a Campaign Agenda and Legislation*

Using its Guiding Principles and continuing to solicit feedback from the field through the Policy Committee members and others, EEA began to craft the components of the legislation that was filed in December 2002. These included the following:

- The beginning of a structure for UPK, which included a proposed grant program for communities to plan, prepare for and implement voluntary early education for every three-, four-, and five-year-old. Included in the program were new program standards, guidelines for curriculum, and goals for credentialing teachers.
- Full-day kindergarten grants.
- A workforce development plan that included a comprehensive system for teacher preparation for educators serving children ages 0-14. The plan included assessing the current system, developing a career ladder, and making resources available for scholarships, data collection and evaluation.
- A financing plan for identifying new funding sources and coordinating current funding.
- A plan to measure and evaluate the impact of the proposed legislation on the early education workforce and children’s school readiness.<sup>21</sup>

Through discussions among the Policy Committee members and others, it became clear that the issue of governance had to be addressed before any other issues - including workforce development and a plan for UPK - could be contemplated. Complaints from those in the field about the lack of alignment and coordination of the DOE and OCCS structure could not be ignored. It was clear that for any new approach to early education and care to move forward, it would have to do so through a new governance structure.

## The Road to a New Board and Department

Given the lack of coordination that existed between OCCS and DOE, policymakers had begun to explore the possible solutions for streamlining the two systems and making them more efficient. While the idea of creating a consolidated department was already beginning to take shape, the following events were critical in facilitating the necessary support to make the Department a reality. For a timeline of events leading to the Department's creation, see Appendix D.

### *The Tipping Point: Finneran's Speech to the Legislature*

In January 2004, powerful House Speaker Thomas Finneran delivered his annual "Address to the Citizens of the Commonwealth" calling for "jobs, early childhood education and new housing" to be "the state's top goals for the new year."<sup>22</sup> The Speaker "urged his colleagues to make academic preschool programs available to every child in the state by 2010, arguing that giving three- to five-year-olds an early grounding in math, reading, and science would reap far-reaching benefits."<sup>23</sup> This address, which made the front page of *The Boston Globe*, was a watershed event for early education and care advocates, providers and supporters. As one interviewee said, "He [Finneran] can't just put it in his speech and then not do anything about it." This was a clear and public signal of support for strong improvements in the early education sector. One interviewee called Finneran's speech "the tipping point" that was "singularly responsible" for the creation of the new department." Without this speech and its message of support from the Speaker, some felt that the Department would not have been created, or at least would have come about at a much slower pace. It was this event, above all others, that catapulted the issue of UPK and the consolidated Department into the spotlight.

### *Governor Romney's Budget Merge*

Shortly after Speaker Finneran's speech, in early 2004, Governor Romney released his proposed budget for FY05 (which is released prior to the House and Senate budgets). In it, he re-allocated \$74 million of the CPC funding to OCCS. He proposed that DOE keep just \$10 million for developing early childhood curriculum and training teachers. As one interviewee said, "This set off a firestorm." Calls flooded into legislators from CPC agencies and providers voicing their support for maintaining funding within DOE. Chief among their concerns with the Governor's proposal was the fear that the focus on education that was fostered under DOE oversight would be lost under OCCS. Opponents of Romney's proposal were also concerned that the local control and flexibility that characterized the CPCs would vanish in the much larger and more centralized system of OCCS.

But many child care providers supported Romney's suggested change, citing DOE's poor oversight of the CPC program as cause for moving the funding to OCCS. According to a May 2004 *Boston Globe* article, supporters felt that "moving the program to Child Care Services would eliminate duplicative administrative costs, free up more money for subsidizing child care, and create a better coordinated system."

Two things made this event significant. The first is that it signaled the Governor's support for a consolidated system, while also signaling his preference for moving the services provided by DOE to OCCS. The second is that it mobilized CPC supporters, and made it

clear to legislators that they would not give up control of their program without a significant fight.

### *March 2004 Council on Early Education and Care Report*

In 2003, the Legislature and Governor Romney created a three-member Council on Early Education and Care, comprised of the Commissioners of DOE, the Department of Public Health (DPH) and OCCS, and chaired by the Commissioner of DPH. The goals of the Council were mandated by legislation, with a primary focus on improving coordination and oversight of early education and care programs and services, and evaluating the advisability of creating a board of early education and care with oversight over some or all of the publicly-funded early education and care in the state.

The Council met regularly over a six month period and held five public forums to solicit input from the field. In March 2004, the Council presented its recommendations to the Legislature, which included: the creation of a state oversight board; the use of a consistent statewide method for public purchasing and financing of child care; adoption of uniform program standards and guidelines, including licensure and certification, establishing standard state rates for services, and more consistent eligibility criteria for subsidies; the creation of a single early education and care data collection system; and developing a workforce development system to support the education, training and compensation of teachers.

The report, however, did not directly address the issue of governance as the Legislature had requested. All of the report's recommendations were to be carried out through collaboration among the existing agencies - not through the creation of a new one. One interviewee noted that the Legislature interpreted this report as "a rearrangement of deck chairs." According to former DOE Commissioner Driscoll, "The Legislature said we punted on the issue of governance. We didn't punt, we just didn't change anything." The Legislature was clearly moving in the direction of a consolidated department and dismissed the Council's attempt to tinker around the edges of the existing system.

### *Task Force on Early Education and Care*

In a move to increase the transparency of the budget process in the midst of a tight financial situation, in early 2004 Speaker Finneran appointed six task forces to inform the House Committee on Ways and Means as it developed its budget proposal for FY05. One of these was a Task Force on Early Education and Care co-chaired by Representatives Patricia Haddad and Marie St. Fleur. After hosting a public hearing, the Task Force released a report in April 2004, which helped to inform the House budget debate. The Task Force made two critical recommendations: to "establish a new independent governance structure for early education and care" and to "encourage community colleges to provide and expand early education and care degree programs and course offerings."<sup>24</sup> The Task Force's work paved the way for the creation of the consolidated Department, as it helped to raise awareness and build support for one streamlined oversight agency.

### *Education Adequacy Ruling*

In April 2004, Superior Court Judge Margot Botsford released a report of findings and recommendations regarding Massachusetts' educational adequacy lawsuit, *Hancock v.*

*Driscoll.* The Judge highlighted quality early childhood education programs as a necessary component of the state’s constitutional duty to provide an adequate education to all children, and recommended that the state assume “the cost of a public school preschool program for three- and four-year-old children that would be offered free of charge at least to those who are unable to pay.” When contemplating a response to Judge Botsford’s recommendations, some policymakers considered the provision of high-quality early education programs to be a critical piece of the solution.

## The Idea of a Consolidated Department Wins Support

### *The Evolution of the Legislation*

The Early Education for All Campaign’s Policy Committee began drafting legislation in early 2002, informed by two years of input that EEA had solicited from early educators, parents and families throughout the state. In September 2002, a draft of the legislation was presented to public officials and made available for public comment on EEA’s website.<sup>25</sup> EEA also held eight regional meetings to solicit further input. After revising the legislation and hosting a Kick-Off event at the State House to draw attention to the bill, in December 2002, *An Act Establishing Early Education for All* was filed with 111 legislative co-sponsors. In October 2003, a legislative hearing was held on the bill, and on April 26, 2004, by unanimous vote, the Massachusetts House of Representatives passed portions of it in the House’s FY05 state budget proposal. Nearly one month later, the Senate unanimously passed its own complementary plan in their budget proposal. Both proposals included language calling for a new Board and a consolidated, streamlined Department of Early Education and Care.

Responding to information from EEA, other advocates, providers, and parents, the Legislature had determined that the only way to establish an effective and efficient governance structure for early education and care that was capable of overcoming existing challenges and overseeing UPK was to create a consolidated department. The Legislature recognized that if it were to mandate oversight of early education and care to OCCS, as Governor Romney and others recommended, the programs and providers formerly overseen by DOE would be incensed. A unified, independent department held the possibility of a fresh new beginning where both sides might come together around a unified vision for young children. Furthermore, advocates felt that they would be in a stronger position to make the case for significant new investments by first creating a structure that would remedy the inefficiencies and redundancies of the current non-system.

### *Establishing a Department of Early Education and Care*

The work of advocates and legislators finally paid off in June 2004: as part of the state budget, the Massachusetts Legislature unanimously passed, and, Governor Romney signed, *An Act Establishing a Department of Early Education and Care*.<sup>26</sup> In a December 2004 *Boston Globe* article, a Romney spokeswoman said “the Governor reluctantly signed the early education bill after trying unsuccessfully to scale back the powers of the new agency.”<sup>27</sup> Commissioner Driscoll commented, “The Legislature created the new agency because we [OCCS and DOE] couldn’t get our act together. We couldn’t break down the bureaucratic walls. A pox on all our houses for letting it happen, but maybe the new agency will succeed in doing what we couldn’t do.”

Notably, the consolidated and streamlined Department was created in the midst of a \$3 billion budget deficit - what Speaker Finneran called, “the worst financial situation in the last fifty years.”<sup>28</sup> Yet, the Legislature did not mandate a reduction in funding for the Department, despite the fiscal challenges that existed at the time.

With the passage of the state budget, the Legislature consolidated the state's multiple early education and care programs from OCCS and DOE into one streamlined independent agency of equal standing with DOE and the Board of Higher Education. The Legislature gave the Board and Department of Early Education and Care a clear mission, charging it with overseeing:

- The administration of a high-quality system of public and private early education and care;
- The development and implementation of a program of voluntary, universally accessible high-quality early childhood education to all preschool-aged children in the Commonwealth;
- The development and management of an educationally sound kindergarten readiness assessment for preschool children and a comprehensive evaluation of early education and care programs; and
- The development and implementation of a workforce development system designed to support the education, training and compensation of the early education and care workforce.<sup>29</sup>

In an effort to ensure the thoughtful transition to and launch of the Board and Department, the Legislature provided for a full year of planning before the agency was to become operational. The Legislature also commissioned two groups to provide advice and guidance for the transition. The first, a three-member Council on Early Education and Care consisting of the Commissioners of DOE, DPH, and OCCS, was to begin developing a comprehensive plan to transition the current administration of early education and care services to the new consolidated department. The second, a 21-member Advisory Committee comprised of ten legislative members and eleven members representing various early education and care organizations, was charged with studying the foundational and organizational elements needed to develop a top quality early education and care system.

Under the new law, the Legislature mandated that the EEC Board was to be appointed by the Governor by March 1, 2005, and that it would be responsible for appointing a Commissioner of Early and Education and Care by April 1, 2005. The consolidated and streamlined Department was expected to be in operation by July 1, 2005.

## PART TWO: THE DEPARTMENT IS CREATED

Now that language was adopted as part of the state budget creating the Department, the Legislature, advocates and leaders in the early education and care field engaged in several months of planning and preparation for the launch of EEC in July of 2005. One interviewee called this period, “storming and forming” in reference to two distinct philosophies and multiple funding streams coming together.

## Planning for the New Department

In December 2004, both the report from the Early Education and Care Council and the report from the Advisory Committee were submitted to the Legislature. According to one interviewee, the Legislature's creation of these groups was key because it offered them the opportunity to inform the process and tapped into their expertise, but it was clear their task was "to debate *how* to do it, not *whether* it was going to happen." As was to be expected, the Council report focused more on the specific policies necessary for merging two government agencies and the Advisory Committee focused on the areas that they felt needed the most attention from the newly consolidated Department.

### *Report from the Early Education and Care Advisory Committee*

The Advisory Committee was chaired by the Co-chairs of the Joint Committee on Education, Senator Robert Antonioni and Representative Patricia Haddad. According to Representative Haddad, Committee members were asked to come together and "leave their hats at the door" - not to act on behalf of their organizations or their backgrounds, but to act on behalf of children. The Committee's report included recommendations in four core areas: improving the workforce, creating a system to assess school readiness, creating standards for program quality, and program service delivery.

### *Report of the Massachusetts Early Education and Care Council*

The Commissioners who comprised the new EEC Council made several recommendations for the merging of responsibilities of DOE, DPH, and OCCS. They recommended that all services previously provided by OCCS be transferred to the consolidated Department with the exception of licensing for residential group care facilities, and adoption and foster care placement agencies. All programs administered by DOE's Early Learning Services Unit, with the exception of the kindergarten, mental health, and autism grants, were also recommended to be transferred.<sup>30</sup> Because of a concern that third-party reimbursements through health care providers might be at risk if the programs were perceived as more "education" than health," all of DPH's programs, including Early Intervention, should stay at DPH.

The Council also recommended that the Department should continue to coordinate services with EOHHS and DOE after the transfer of programs. Importantly, the Council made clear its commitment to prioritizing the needs of low-income families and ensuring a high-quality system of early education and care in Massachusetts.

After reviewing the report, Governor Romney responded to Joint Education Committee Co-Chairs Robert Antonioni and Patricia Haddad, writing, "I believe strongly that the Department should be an executive agency within the Executive Office of Health and Human Services." According to the Governor, "there is no guarantee that the new Department will adopt [the recommendations to prioritize child care for welfare recipients]." The Governor also expressed concerns that "understandable efforts to increase the standards and quality of early education and child care programs will increase the cost of child care beyond the economic capacity of working parents, especially low-income working parents."

## The Selection of a Board

The legislation that created the Board and consolidated Department mandated that the Department's board be comprised of nine members, three of whom would serve as "ex officios" by virtue of their position in state government, and six of whom would serve staggered initial terms of one to five years, and then five-year terms upon reappointment. The staggered initial terms were designed so that the board's membership would change gradually over time and through multiple administrations, rather than all at once. According to one legislator involved in the deliberations, "we based the new department's board structure on the Board of Education," referring to the nine member board which governs K-12 education. The ex-officio members were to include: the secretary of EOHHS, the commissioner of DOE, and the chancellor of BHE. Another interviewee involved stated that, "creating the provision for the Commissioners to sit on each other's boards was a push toward the creation of a [preschool through college] continuum."

Six additional members were to be appointed by the Governor including: a representative of the business community "with a designated commitment to education," an early education and care teacher (selected from a list provided by the state's two main teachers' unions), a parent or guardian of a child receiving early education and care services, a provider of early education and care, a person with expertise in evaluation and assessment of preschool programs, and a pediatrician or nationally recognized expert in educational psychology. According to interviewees, before selecting members of the Board, Governor Romney's staff made phone calls and met with potential board members, asking directly whether or not they would be supportive of the Governor's agenda as it related to early childhood education.

Governor Romney, who was also given the authority to select the chairperson of the board, selected Secretary of Health and Human Services Timothy Murphy to serve in that role. Given the Governor's very public opposition to the creation of the Department and his stated preference for it to be housed under the EOHHS, there was concern among supporters of the Department that by selecting the EOHHS Secretary as chair, he was signaling a move toward an "EOHHS model" - one that was more focused on care than on education. However, for the first two and a half years, the EEC Board Chair was the Secretary of EOHHS' *designee*. This was a significant challenge for the new agency, as it was perceived that EOHHS was not as engaged or interested in helping to steer the work of the Department as a volunteer member of the public might have been. The perception was that this designee was speaking for the Administration, not the field.

Many interviewees reported being concerned about this structure. One interviewee said, "I was concerned about the Board, [I thought] "Who are these people? [If we want to see something change] how do we lobby the board?" There was also significant concern over the lack of diversity reflected in its membership.

## The Commissioner is Appointed

The first and most pressing task of the new EEC Board, which it had to complete in only one month, was to select a commissioner. No broad or national search was conducted and only one candidate was considered. According to the interview research conducted for this case study, Governor Romney, though he did not have direct appointment authority, had

identified the person he wanted the Board to select as commissioner: his policy advisor, Ann Reale. After meeting with Reale, the Board put her forward as the only candidate, and in April 2004, the Board unanimously voted to appoint her as its first commissioner.

Before being appointed, EEC Commissioner Ann Reale was closely involved in the statewide development of early childhood policy, governance, and financing decisions as the Senior Policy Advisor for Education to Governor Romney from 2003-2005. Prior to that, she was the Undersecretary of Administration and Finance and Acting Chief Financial Officer for the Commonwealth, and the State Budget Director. Some people were supportive of the background she brought to the Department. A July 1, 2005 *Boston Globe* editorial stated, "She is keenly aware of the financial constraints . . . her early ideas promise to be affordable and effective."<sup>31</sup> However, many interviewees expressed concern and frustration over the selection of the new commissioner, who had no experience providing services in early education and care. One interviewee stated, "Ann's lack of early education and care experience was an issue - you need leadership that is connected to the early education and care community."

### Bringing Together Two Agencies

After assuming her responsibilities on May 24, 2005, Commissioner Reale began planning for the Department's launch on July 1<sup>st</sup>. Her first priority was to facilitate the cultural and physical move to unite two agencies with very different cultures into one. For over a year after the launch of the Department, some of Reale's 170 member staff was located in the former OCCS office in Boston and others were housed at DOE's office in Malden, five miles away. The Department also had five regional offices spread across the state. In addition to logistical hurdles, including the pressing need to get into new office space, Commissioner Reale had to engage with and bring together staff members, many of whom were skeptical of this change. Her first task was to begin building a leadership team that could help her with the establishment and administration of the consolidated and streamlined Department. To do this, she met with the acting Commissioner of OCCS, the Commissioner of DOE, and the administrator of the Early Learning Services office. Each of these leaders provided guidance in helping Reale identify senior leadership for EEC.

Just five weeks after her appointment, the Department officially became operational on July 1, 2005. On that day, Commissioner Reale held a full-day, off-site meeting for all staff of the new agency to meet one another and begin building relationships. The agenda for the meeting was simple: get to know the Commissioner, each other, and the new agency. During the meeting, the Commissioner outlined the Department's organizational structure, introduced the leaders of each division, and described what each division would focus on during the first few transformational months of the agency.

In the fall of 2005, EEC held a series of "field presentations" across the state, which were attended by a diverse audience of over a thousand providers, families, and the public. EEC used these presentations to provide an overview of the consolidated agency, sharing the presentations that they had made to the EEC Board in September and October of that year. According to Commissioner Reale, these sessions "helped put a real face on the new department, allay fears and misperceptions, and get people excited about the potential for the new agency."

## The Mission and Responsibilities of the New Department

In preparation for her first board meeting on September 5, 2005, Commissioner Reale spent the summer engaged in an intensive internal self-assessment period with EEC staff. Her goal was to begin developing a mission, guiding principles, priorities and a course of action for the Department. Reale also met and spoke with EEC Board members individually during this time to keep them informed and solicit feedback related to this work.

The mission statement that the Commissioner presented and which was adopted by the Board was, “EEC will lead the way in helping Massachusetts children and families reach their full potential. By providing and coordinating a range of services and assistance, EEC will continuously improve the quality, affordability, and accessibility of early education and care in the Commonwealth.” The new board also approved Guiding Principles by which to steer their decisions about EEC’s priorities and future direction:

- Put children and families first
- Be flexible and accountable
- Balance access, affordability, quality and coordination/continuity of care
- Prioritize the needs of low-income families
- Build on the strengths of the current system; minimize weaknesses; maximize resources
- Seek input from staff and stakeholders
- Keep interested parties informed of progress
- Provide timely and comprehensive information to the Board for decision-making.

The Department is responsible for providing information and support to families of the over one million children between birth and age 14 (and through age 16 for children with special needs) in Massachusetts. It is also responsible for licensing, monitoring and supporting early education and care providers, and providing financial assistance for low-income children - funding approximately 54,000 slots in fiscal year 2006.<sup>32</sup>

The agency’s funding comes from a total of 17 state, federal, and other trust accounts. In FY06, the total agency budget was nearly \$500,000,000 with approximately 85% of that funding coming through federal appropriations or being used as a state match for federal appropriations.<sup>33</sup>

## The Department’s First Priorities

At the first Board meeting, Reale provided a comprehensive overview of the Department’s organizational structure, mission and goals before identifying its initial priorities and the challenges to be overcome. This concise but thorough analytical assessment came after months of intensive internal work that helped to unite the staff around a common purpose: to take stock of their current state as a new agency, recognize the inherent challenges that were created by duplicative and conflicting programs and policies developed over time by both legacy agencies under different mandates and constraints, and then begin to move forward together toward the common vision of a new statewide system.

Commissioner Reale highlighted the “tri-lemma” of access, affordability, and quality as the core of the Department’s priorities - all of which had to be balanced. This tri-lemma

involved streamlining provider rates, addressing different levels of quality standards and definitions, and attending to problems of access through varying state program eligibility requirements and resource and referral information. To address streamlining rates, the Department's goals included the development of a comprehensive structure of rates and reimbursement; the establishment of consistent and coordinated procurement and payment policies; and recommendations for the distribution of new FY06 funding to improve access, affordability, and quality of care. To address issues of quality, EEC sought to align and strengthen standards, regulations and guidelines for quality care; develop a coordinated system for program licensure, accreditation and monitoring; develop a single assessment and evaluation system; and make recommendations for a Workforce Development Plan, balancing quality with affordability and access. To overcome problems related to access, the Department planned to create funding stream transparency for parents via consistent policies; establish a coordinated, efficient administrative infrastructure; and coordinate family support programs to reach more families with appropriate services.<sup>34</sup>

### The EEC Transition Team

Commissioner Reale established a Transition Team, which incorporated pre-existing groups with DOE and OCCS so that the Team had representation from all parts of the diverse delivery system. The Commissioner attended and facilitated the Transition Team meetings, which set a different tone than that of the former Early Education Advisory Council under DOE. Reale admits that, at first, her purpose for engaging with the Transition Team was to keep key stakeholders informed of what the Department was doing, rather than to solicit feedback from the field. In any case, it is clear that these meetings, together with EEC Board meetings, helped to raise the visibility and awareness of key early education and after-school policy priorities that might otherwise have been lost in the bureaucracy of K-12 and the HHS Secretariat, had EEC not been created. In March 2007, Reale renamed the Transition Team the Advisory Team, and as of January 2008 continued to attend all of the meetings. In the last months of her tenure, Commissioner Reale adopted a new approach that was more focused on listening to and utilizing the expertise of this group.

## PART THREE: PROGRESS, CHALLENGES AND A FOCUS ON THE FUTURE

This final section summarizes respondents' views of the strengths and challenges of the Department in its first two and a half years. It also explores the future challenges of the Department with the intent of providing information to guide EEC as it moves forward. Overall, the interview research conducted for this report showed that the consolidated Department of Early Education and Care is an improvement over the previous system and is making clear progress. However, interviewees expressed concerns about some of the Department's work and made clear that it still has far to go to fulfill the promise of providing high-quality early education and care to support families and children in reaching their full potential. Interviewees' comments regarding progress and challenges fell into two categories: 1) creating a stable foundation for a new structure, and 2) developing a vision for a new and more effective system of delivery of early education and care for all children. By no means does this section provide a comprehensive analysis of all the accomplishments and challenges of EEC. Instead, it summarizes the most commonly

mentioned issues from the diverse group of providers, policymakers and stakeholders interviewed for this study.

## I. Laying the Foundation and Establishing a New Structure

Many interviewees acknowledged the Department's progress in establishing a firm foundation for this newly consolidated, independent governance structure. In its first two and a half years, EEC merged two substantial governmental agencies into one department, secured new office space, and accomplished many other managerial and logistical tasks. Interviewees noted the following as some of the strengths of the first phase of making the new Department operational.

### Accomplishments

#### *Building a Strong Infrastructure*

Interviewees gave EEC leadership and staff credit for getting a new, streamlined department up and running quickly and efficiently. Interviewees also noted that there is now a solid foundation for the future and much better "internal organization" to handle new funding competently and efficiently. As one interviewee said, EEC has earned "credibility in the way it uses money."

#### *Promoting Consistency*

Interviewees reported that now that the funding streams from DOE and OCCS are merged and EEC has been established, they have noticed more consistency in the regulations and policies with which they are required to comply. For example, one interviewee reported that the move to implement financial assistance eligibility re-assessments annually instead of every six months was a "welcome change" to providers, significantly reducing their administrative burdens.

#### *Moving Use of Technology into the 21st Century*

EEC's focus on technology was mentioned by several respondents as one of its current strengths. The Department has developed several initiatives to make better use of technology - especially as a tool to collect better data from the field and streamline policies. In its first year of operation, EEC identified one-time funding within its existing budget to launch an ambitious multi-million dollar grant program that gave 2,500 providers newly installed computers, printers, initial internet connectivity, and training and technical assistance. Interviewees described the Department as "trying very hard to be web-based" and noted that "all tech-based initiatives have been positive." EEC also equipped its licensors with PC "tablets" or laptop-like computers, to use in the field when visiting providers, eliminating the need for paper-based filing and re-entering data back at the office.

#### *Wait List Consolidation*

Within its first year in operation, EEC consolidated over 400 waiting lists for financial assistance into one, centralized, real-time system. According to one interviewee, "This is EEC's major accomplishment to date." While some interviewees still expressed concern over whether the list was actually "real-time," interviewees did value that there was only

one wait list now instead of several and indicated that this was a marked improvement for providers, families and children.

### *Overhaul of Regulatory Policies*

While not mentioned by a majority of the interviewees for this case, another important accomplishment of the new agency has been the launch of a comprehensive review of its entire regulatory system for licensed child care providers, including center-based, family child care and after school. In an effort to form a solid foundation of quality, EEC began a re-examination of its already well-respected licensing standards. The process began with the assumption that the state should lay out a core set of expectations for all providers, regardless of the physical setting where the care is provided or the age of the children cared for. These core regulations will comprise the new core of the regulatory framework, supported by regulations specific to particular types of care, thereby establishing a re-formatted, centralized set of streamlined standards on which to build a quality system.

### *Expanded Access to Child Care for Families Involved with the Department of Social Services*

In FY06, EEC administered approximately \$50 million for the Supportive Child Care Program, serving approximately 4,000 children with active cases of abuse and neglect. This accomplishment was not mentioned by the majority of interviewees for this case, but nonetheless represents a noteworthy achievement. In 2006, it came to EEC's attention that about 800 children were languishing on waiting lists at the Department of Social Services (DSS) offices due to a lack of resources and capacity. EEC worked with DSS through the FY07 budget process to secure additional funding, and began planning for additional expansion. Since the expansion initiative began, nearly 2,000 new children who were previously on waiting lists have been placed in stable early education and care settings across the state. Wait lists have also been significantly reduced in DSS offices.

### *Raising Awareness of Early Education and Care*

Many respondents reported that the very establishment and existence of the newly consolidated Department has elevated the stature of early education and care in the state. One interviewee said that EEC has "elevated the public picture of early education and care, making it an important piece of education in the Commonwealth." Another explained, "Ultimately, [the creation of the Department] has raised the awareness of kids' education and kids' issues." Some interviewees noted that increases in public funding for high-quality early education and care had been secured over the past few years and pointed to the creation of EEC as a main reason for those increases.

## Challenges

In addition to significant progress in administrative and logistical functions, there have been challenges for EEC. The most commonly mentioned challenges related to establishing the Department and making it operational are described below.

### *Too Slow*

Most respondents expressed disappointment or frustration that the Department was not moving quickly enough to initiate programs and to get funds out into the field. One

interviewee explained, “The desire to do everything well or perfectly has slowed down the process and resulted in a loss of provider support” for the Department. Another interviewee said, “The [EEC] staff understands what needs to happen with improving the standards, but is moving too slow.” Interviewees also expressed particular frustration about the amount of time that it took to get funds to the field. Professional development and UPK grants were most often mentioned as areas where funding was too long in coming. One interviewee commented that this delay in funding, “makes it hard to spend the money on the things that it was appropriated for.”

Some of these delays were due to enormous simultaneous challenges that the Department faced in its second year: while continuing to address the existing policy and program inconsistencies that it had identified in the prior year’s assessment, the Department was also attempting to design and implement the newly-funded UPK program, and comply with the newly envisioned re-design of its professional development, mental health, and accreditation grant funding. At the same time, Commissioner Reale was continuing to build and reorganize EEC’s staffing capacity, relocating nearly 100 of the agency’s staff to new office space. An added challenge was her need to implement mid-year budget reductions of \$25 million, 5% of the agency’s budget, made by Governor Romney at the end of his term (which were subsequently restored by the Patrick Administration).

### *Staffing*

Numerous concerns about the staffing of the Department were expressed throughout the interviews. Many interviewees reported the fear that EEC did not have adequate staff capacity with early education experience to carry out the vast array and amount of services for which it is responsible.

## The Universal Pre-Kindergarten (UPK) Pilot Grant Program

As one of the most visible and closely watched new programs coming out of EEC, the UPK pilot grant was an explicit topic of discussion with interviewees. In July 2006, the Legislature appropriated \$4.6 million to be spent on the UPK pilot grant program. The Board and the Department created a set of six required criteria: possession of an EEC license or license-exemption; use of an EEC-approved assessment tool for a minimum of one year; preschool learning guidelines developed by DOE; currently serving (or willing to serve) children from low-income or at-risk families; provision of full-day, full-year services or access to such services via an approved partnership agreement; and NAEYC accreditation or minimum of one teacher/provider with a Bachelor's degree in each UPK setting (Child Development Associate (CDA) for Family Child Care providers). If applicants met all of the criteria, they were eligible for participation in a randomized electronic selection process. (Another category of grants, called Transition/Planning grants, were made available to programs meeting all but the assessment tool criteria.) In April and May 2007, funds for 129 UPK pilot grants were awarded and dispersed.

The UPK pilot grant program, by definition, is a new venture for EEC and some interviewees reported that it was "too early to tell" what impact it has had. Other interviewees offered praise with sentiments like: "The Department has ensured a mixed system [with the pilot]," "working families have broader access and there is more incentive to serve subsidized kids" and "we now have the opportunity to talk about quality and what it really means." Others hailed the pilot's "distribution diversity" and "data-driven and outcome focused" sensibility. One interviewee explained: "The pilot doesn't have [adequate] resources, staffing, or data – EEC has done a lot with a little here."

Many respondents did express disappointment with the Department's implementation of the UPK pilot grant program. Some interviewees were displeased with the random selection process used to choose programs for pilot participation - though a few interviewees offered that "if we hadn't used the lottery, the money might not have gone out that year" or that "we had to start somewhere." Many interviewees were concerned that the lottery process resulted in the funding of programs that did not represent the "high-quality" early education and care valued by stakeholders or mandated by the Legislature (and emphasized in the Department's vision). Most respondents also reported that EEC "took too long to get the money out" to selected programs. Dismay over what many deemed "inappropriate assessment tools" or "assessment tools that limited the pool of candidates" was also noted as a negative aspect of the pilot roll-out.

The perception of some interviewees was that though Commissioner Reale is publicly supportive of UPK, in practice she is more focused on providing access to low-income children and does not see UPK as a top priority for the Department. According to one interviewee, "She's [Reale] only spending this [UPK] money because the Legislature told her to." Another interviewee noted, "The intention for UPK to be a focus of the new department has fallen; it has become one item on a long list."

In Fall 2007, EEC began making improvements to UPK pilot operations. To date, the Department has hired a new UPK coordinator to oversee the statewide program, created a "phase-in" plan, developed a UPK evaluation and established a UPK Working Group comprised of representatives from the field to inform implementation and provide critical and ongoing feedback on the pilot.

## II. Developing and Pursuing a New Vision for Early Education and Care

Former DOE Commissioner Driscoll summed up the EEC's most pressing challenge with his comment, "It's off to a good start . . . in terms of organizational and logistical issues. But the next level is now needed." This section explores what many interviewees identified as the need for the Department to shift its focus beyond the mundane tasks of getting the Department up and running toward the development of a long-term vision for radically improved early education services for Massachusetts children.

### Leadership

The first, and vital, component necessary for establishing a vision for the Department is leadership. Thus, the roles of the EEC Board and Commissioner are addressed here before moving to a discussion of vision and the future challenges facing the Department.

### *EEC Board*

Several interviewees expressed uncertainty over the EEC board membership, which, in its first two years, has had a significant amount of turnover. Interviewees shared concerns over the representation of the board, reporting that racially, geographically, and in terms of background, the Board members did not adequately mirror the field that it was charged with representing. One interviewee commented, “The original board was not representative of the diversity of the Commonwealth, ethnically or geographically. Rural areas and growing suburbs have unique issues and concerns that must also be taken into account.” According to one provider, “having a board that is representative of the services provided in the state is crucial. There should be a parent [on the board] with subsidized children who is accessing services through the state.”

Interviewees were also concerned about the experience and expertise of the Board. One interviewee explained, “Push-back and challenges [to EEC’s decisions and actions] have been limited by the Board’s limited knowledge.” Some interviewees were concerned that the Board “reacts more than it develops.” One EEC board member explained, “We’re not managing the Commissioner, the Commissioner and the Department are still managing the Board.” Another interviewee worried that, “there are some issues where some board members don’t even know what they are voting on.” Other respondents noted that they felt the Board was a “rubber stamp” Board and highlighted that it “hasn’t delivered a single ‘no’ vote in two years.”

### *Commissioner Reale*

Many in the early education and care field, as well as staff at DOE and OCCS, were skeptical of the appointment of Commissioner Reale. In fact, Reale, in her previous position with the Romney administration, served as the Governor’s emissary, visiting EEA and other supporters of the creation of a consolidated department and pressing them to abandon their efforts and instead to support Governor Romney’s proposal to fold the agency under EOHHS. Yet, for all the initial skepticism, when asked about EEC’s strengths, the majority of respondents cited the leadership of Commissioner Reale. Interviewees commented that she is a “strong leader,” that “she is smart,” and “focused on doing things right.” One interviewee said, “(the Commissioner)...is the quickest study - you would never know she didn’t have a background in early education and care.” According to another interviewee, “The Commissioner is extremely accessible and responsive.”

Interviewees expressed a complex mix of valuing the accessibility of the Commissioner and the openness of the Board meetings, while also describing that until recently, providers and others from the field have felt as if the Department had its own agenda and was not listening to feedback from the field. One interviewee explained, “EEC read the legislation and did the things that they wanted to do. I felt that EEC had a vision and wanted to move in that direction while blaming it on the legislation. That was hugely frustrating.” Several interviewees expressed dissatisfaction at being invited to provide input and then not feeling listened to. One respondent described the perception that EEC “has tried to work in isolation instead of using resources from the field.” According to one interviewee, “EEC’s leadership sent the message, “we don’t want to hear from the outside world. [Now] the damage is done and time is needed to repair and [replace] skepticism

[with a] a climate of trust.” Recently, however, several interviewees have noted more openness to feedback from EEC leadership, describing that “there has been a shift - now there is a more open dialogue along with a more strategic approach to the work.”

Many interviewees credited the Commissioner with creating an Advisory Team (originally called the Transition Team). Reale was not legislatively required to establish this team. (However, pending legislation does include a provision for the statutory establishment of an advisory committee.) There were challenges in defining the role of the Advisory Team - does this group inform the Board and Department, or is it merely reacting and responding to decisions after they are made? Established by the Commissioner in order to solicit input from the field, the Team initially met after EEC’s monthly Board meeting. This led many Team members to feel that they did not have any meaningful role, since the Board had already voted on the issues being discussed. In Fall 2007, the Commissioner revised the Advisory Team’s meeting schedule so that it occurred prior to the Board meeting, affording Team members the opportunity to provide feedback on issues to be presented to the Board at the next meeting.

### Moving to the Next Level

Many respondents pointed to the need for the leadership of the Department and Board to focus on the future and to provide a long-term vision of what a highly functional Department and system of education and care would look like and accomplish. As one interviewee explained, the Department has created a “good, strong fundamental infrastructure - now the lack of vision and strong leadership is preventing greatness.”

#### *The Need for Vision*

Many respondents expressed concern that there is no sense of clear vision about where the Department is heading. One interviewee said it would be helpful for the Department to “really articulate an end goal and then measure every decision against it.” Another interviewee described the need to “move out of triage mode and walk up to the balcony.” One provider commented, “I couldn’t tell you if the Department has long-term goals or a five-year-plan because I am not sure if the Department even knows what those long-term goals are. We need to know where the Department is headed.” A foundation leader commented, “The Department needs to put forth a strategic plan - it would relieve anxiety and give funders ideas about where they can engage.” Another provider explained the need for Commissioner Reale to “view [the creation of a high-quality system] as life and death for these kids. She needs to develop a bold and urgent vision.”

#### *Not Enough Focus on Quality*

Gwen Morgan, a leading national authority and advocate in the field of early education and care, called the difficult balance of affordability, access and quality that is required in early education and care a “trilemma.” EEC leaders, along with many interviewees, identified this trilemma as one of the key challenges facing the Department. Several interviewees expressed opinions that the Board and Commissioner have paid too much attention to improving the affordability and access of early education and care, and not enough attention to making the programs higher quality. One respondent explained that, “DSS kids are not always put in the best, highest quality placements. These placements need to be made more thoughtfully - many of these children are really at-risk and their placements

aren't always well-equipped to meet their needs." Another interviewee agreed saying, "I worry that *all* kids are not getting high-quality."

### *Building the Workforce*

One of the charges of the Department is to oversee the development and implementation of a workforce development system designed to support the education, training, and compensation of the early education and care workforce. Traditionally, the early education and care sector has had a workforce with low education levels and commensurate low levels of compensation and high turnover rates. The focus on improving program quality also creates the need to improve the quality of the workforce in terms of compensation and education level. Some interviewees identified this as the most urgent issue facing EEC because the improvement of workforce quality impacts the level of quality of care that is provided. One interviewee stated, "Workforce development is the #1 challenge. EEC needs to roll out a high-quality workforce development plan." Another said, "EEC has made no policies regarding what teachers' degrees are in, there are no quality controls - and there are no career ladders for teachers."

EEC is working on this issue. In June 2007, the Department released a report outlining the key elements of a workforce development plan, the agency's progress to date and next steps for the future.<sup>35</sup> The first step identified was the creation of a Massachusetts Early Education and Care and Out-of-School Time Workforce Development Task Force (Workforce Task Force). EEC worked with the United Way of Massachusetts Bay and Merrimack Valley and the Schott Fellowship in Early Care and Education to establish the Task Force, which is comprised of individuals and organizations with expertise and experience in workforce development, early education and care and out-of-school time. In July 2007, EEC convened the first meeting of the year-long Task Force, which will support EEC by "recommending achievable, actionable strategies and meaningful next steps toward the development and implementation of a workforce development system."<sup>36</sup> Recommendations are expected in mid-2008.

### *Stronger Connections with Higher Education*

Related to the issue of building a strong, well-qualified early education and care workforce is the need to collaborate closely with higher education. Closer coordination between the needs of the early education and care field and the programs that prepare early educators and caregivers is essential. The higher education sector is responsible for creating the training and credentialing programs for early education workforce and without alignment between these two sectors and support for high-quality programs, progress toward a high-quality workforce will be limited. In 2006, several members of higher education faculties created a new organization called the Early Childhood Higher Education Collaborative as a means to elevate and give voice to the role of higher education in the development of a high-quality early education and care system. Many are hopeful that Governor Patrick's newly proposed Secretary of Education (described in greater detail in the "New Developments" section on page 36) will help to promote increased coordination and alignment between and among the Department of EEC, the DOE and higher education.

### *Uniting Education and Care*

As described in Part One of this case, the early education and care sector has been fragmented and, at times, polarized. Many interviewees expressed the view that the creation of the Department has not resulted in a unified sector. According to former DOE Commissioner Driscoll, “The camps that existed before still exist and people continue to look at the world through old eyes. The sniping and special interest groups remain.” One provider said, “If you push hard enough, people still come down on one side. There is still ‘back-pricking’ if not ‘back-stabbing’ between the education and care sides.” Another interviewee explained, “There are still two separate systems” and “no vision for a unified early education sector.” Some interviewees identified a role for the leadership of EEC to play in “pulling the sector together as a unified force, instead of a divided one.” According to one interviewee, “We have to show the merge [of DOE and OCCS] resulted in something bigger and better, not just combined agencies still working in silos.”

Some interviewees shared their perception that EEC was focusing more on *care* than on *education* issues. According to one interviewee, “To date, EEC’s biggest focus has been on [consolidating] the wait list and there hasn’t been enough focus on the education side.” Another interviewee described EEC as having “streamlined the child care sector, but hasn’t done anything with the education side. EEC is currently using an HHS [Health and Human Services] model of just needing some child care to get parents back to work. There is no education component or requirement.”

Several interviewees worried about the expertise and lack of early education field experience among EEC staff members, and especially with experience delivering high-quality educational programming. One interviewee explained, “There is nobody on the staff who has experience creating and delivering services. They need more horsepower.” Some interviewees expressed concern that because many of the staff who left the Department were from the DOE’s Early Learning Services unit, “Now there is no one to really lobby for education issues and quality” and it is “off the radar screen” of EEC’s leadership. One interviewee explained, “I am concerned that the key players that are leaving the Department are coming from [the Office of] Early Learning Services. I worry that this will become the Department of Early *Care* instead of Early *Education and Care*.”

### *Being a Better Advocate*

Some respondents expressed the desire for the Commissioner, Board and Department to be better advocates for funding from the Legislature. Interviewees felt that EEC was too reliant on EEA to bring issues to the public’s attention and to make the Department’s needs known to the Legislature. One interviewee explained, “The Department shouldn’t leave this job to EEA.”

Nearly half of respondents placed funding at the top of their lists of future challenges facing the Department. In order to deliver on the mandates laid out by the Legislature, EEC will require a steady increase in funds. Many interviewees expressed concern that in an environment of tight fiscal resources and competing priorities, such as health care and K-12 education, EEC will have a difficult time securing adequate amounts of funding. One interviewee said, “Early education is vying for money with the health care lobby. This should have been a big funding year for early education, but it wasn’t. The EEC lobby isn’t

ready for primetime; it can't compete." However, another interviewee acknowledged that the Department seems to be getting better at advocating for its needs, noting, "Last year [FY07] was the first year the Commissioner was finally being proactive in making budget requests, and didn't leave it up to advocates to make budget requests for her."

## New Developments

### *A New Governor*

In January 2007, Deval Patrick was sworn in as Governor of Massachusetts. A Democrat, Governor Patrick identified high-quality early education as one of his top priorities. Governor Patrick called for universal pre-kindergarten as part of his 10-year strategic plan for comprehensive education reform. This was the first time in recent history that a champion for young children had been in the corner office, elevating the need to actualize a long-term vision to improve the well-being of Massachusetts children and ensuring that all young children had access to a high-quality early education.

### *New Board Appointments*

In September, Governor Patrick appointed two new members of the Board of Early Education and Care: Sharon Scott-Chandler, appointed as Board chair and as the provider representative, was the Vice President of Action for Boston Community Development (ABCD). Chandler was focusing her early efforts on long-term strategic planning and the development of a clear vision for the future of the Department. She was the first chair who was not the Secretary or a designee of the state's Executive Office of Health and Human Services. She replaced former chair EOHHS Secretary JudyAnn Bigby. Jondavid (JD) Chesloff, appointed as the business representative, was the Director of Public Policy for the Massachusetts Business Roundtable.

In March 2008, two additional appointments were made to the Board of EEC. Dr. Chi-Cheng Huang, appointed to fill the Board's parent seat, was a professor with the Boston University School of Medicine. Carol Craig O'Brien, appointed to the teacher seat, was the Early Child Coordinator for a public school system south of Boston.

### *Education Governance Changes*

In January 2008, Governor Patrick proposed the creation of an Executive Office of Education headed by a Secretary of Education to oversee the Departments of Early Education and Care, Elementary and Secondary Education (formerly the Department of Education serving grades K-12), and Higher Education. This governance change was designed to ensure that all education sectors were on equal footing and to improve coordination across all sectors in order to create a comprehensive, aligned and "seamless" educational system from pre-K through higher education."<sup>37</sup> The new legislation expanded each of the three boards by two members and made the new Secretary a voting member of each, thus Commissioners from each department no longer served on one another's boards. The creation of an Executive Office of Education was approved by the state Legislature in February 2008.

After receiving legislative approval, in March Governor Patrick appointed Paul Reville as Secretary of Education, to oversee the newly created Executive Office of Education that was scheduled to launch July 1, 2008. Reville, an expert in Massachusetts education

policy, served as the chairman of the Board of Education and was a member of the EEA Campaign Advisory Committee.

The Executive Office of Education would help coordinate services between the Department of Early Education and Care and the Department of Elementary and Secondary Education by enforcing standards of school readiness, facilitating smooth transitions from pre-kindergarten to kindergarten and aligning curriculum. Similarly, the Executive Office of Education would help coordinate services with the Department of Higher Education to further the development of a high-quality early education workforce, an essential component to achieving high-quality UPK.

During the editing process for this case study, Commissioner Ann Reale announced her resignation as Commissioner of the Department of Early Education and Care, effective March 28, 2008. On March 11<sup>th</sup>, the EEC Board of Directors unanimously voted to appoint Deputy Commissioner of Programs Amy Kershaw to serve as Acting Commissioner, while the Board conducts a national search for a new commissioner.

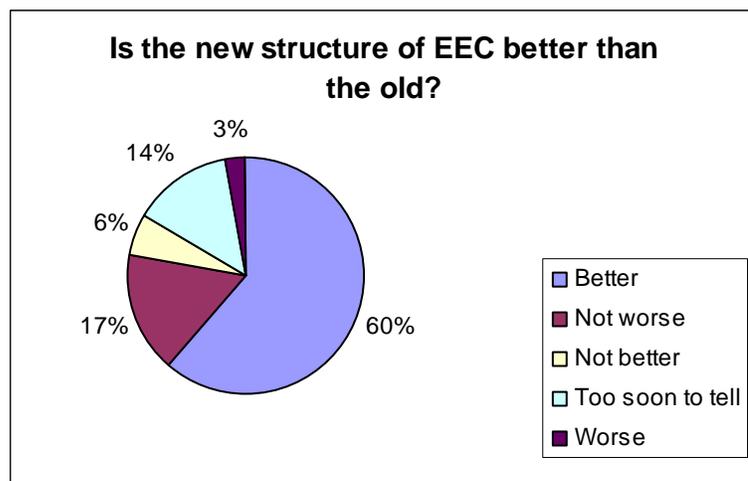
### LESSONS FOR OTHER STATES

Across the country, many states are also seeking to develop a cohesive and unified system of schooling that spans from birth through graduate school. With regard to early education, states are considering potential governance structures for elevating early education and care as Massachusetts did to assume equal status with K-12 and higher education. While EEC evolved in response to a situation that was unique to Massachusetts, there are lessons that can be drawn from the creation and evolution of EEC. Despite the challenges currently facing EEC as it moves from establishing a stable foundation to fulfilling the mandates of its enabling legislation, it is clear that this new governance structure is viewed as a marked improvement over the previous system. When asked whether EEC was better than the previous system, fully 77% of the diverse group of respondents interviewed for this study reported that the new Department was either better, or not worse. One provider commented, “It’s definitely better, [before this] there was no system.”

Lessons learned from EEA’s advocacy and EEC’s experience in the consolidation of two agencies provide myriad opportunities for other states to learn from Massachusetts. The following are some lessons for consideration by other states.

#### *Identify Strong Legislative and/or Executive Branch Champions*

The consolidation of the EEC was dependent upon legislative support from powerful and influential champions. In Massachusetts, it was essential to have one leader in state government make high-quality early education a priority. The roles of key figures such as House Speaker Thomas



Finneran, state legislators Marie St. Fleur and Patricia Haddad, along with Senators Robert Antonioni, and Fred Berry and others were critical in gathering support for the idea of a new structure for early education and care and in making that new structure a reality. Another powerful component of this strategy was the inclusion of both “likely” and “unlikely” legislative allies to broaden the base of support. Outside advocates can also help to nurture and sustain this leadership.

### *Use Research to Make the Case*

Research can be used to effectively build support, public awareness and urgency regarding the importance of investing in high-quality early education. The distillation and dissemination of third party research and relevant reports that make the case for the impact and long-term benefits of early education can be powerful ways to bolster widespread support, including legislative, executive, grassroots and field support.

### *Build a Strong Coalition and Engage Stakeholders*

The majority of those interviewees who made suggestions for other states cited the importance of having an “advocacy champion” to raise awareness of the issue. As one interviewee said, other states who are interested in doing this should “find someone who can build coalitions and hold everybody’s feet to the fire.” Another interviewee explained, “This should be treated as a political campaign. You need grassroots support.” Gaining the support of the business community and leaders and providers in the early education and care field are critical components to building a strong coalition. In the case of Massachusetts, one interviewee highlighted that, “Support from the business community was critical as it translated into legislative support.”

In order to ensure a strong and united coalition, it is important that advocacy champions engage with their respective stakeholders at all points along the way. A strong and diverse coalition of engaged stakeholders needs to be nurtured to build support, and ultimately consensus, critical to uniting the philosophies of “education” and “care.”

### *Analyze the Current System’s Strengths and Weaknesses*

Many interviewees expressed the view that any state interested in the creation of a new, consolidated governance structure should first make sure to have a comprehensive understanding of the strengths and weaknesses of the existing system. One interviewee explained that when exploring the development of a system, states should, “make a special effort not to recreate the wheel.” Another interviewee recommended that, “there should be a real focus on taking what worked and moving that forward” rather than dismissing the existing system altogether. Another interviewee recommended that other states consider doing “an inventory of what works for families and providers and build[ing] upon that” before developing a new structure. Finally, one interviewee expressed the hope that other states would “capitalize on what came before to empower people in the system.”

### *Create a Long-Term Vision*

As described previously, interviewees felt strongly that EEC needed to develop and articulate its long-term vision early and often. Several interviewees urged other states considering the creation of a new department to develop a ten to 20 year plan for the future that would include program implementation and funding goals. One interviewee

recommended that other states “articulate the end goal and measure everything against it.” Without the development of a long-term vision, states risk creating the type of uncertainty about the future among providers and other stakeholders that currently exists in Massachusetts. A broadly shared overall vision for the state’s early education and care system can ensure the alignment and collaboration necessary to accomplish full-scale systems change and development.

### *Make Changes Strategically and Based on Data*

A consolidated agency or department faces multiple challenges in becoming operational and effective. For this reason, decisions impacting the department must be made strategically and a strong rationale to support those decisions must be developed. To ensure a smooth launch and transition to a consolidated department, it is critical to develop a strategic planning committee that expands the scope of its work to include a timeline for the efficient conversion and shift to a department, helping merge the functions of two agencies into one. The work of a strategic planning committee can also include an analysis of the existing system and strategic planning for a new system.

### *Communicate – Often*

As stakeholders of a consolidated agency or department move into new territory, uncertainty and misinformation are to be expected. Regular communication from the leaders of the new agency can go a long way toward alleviating unrest and preventing misconceptions. According to Commissioner Reale and Deputy Commissioner Kershaw, “even if you do not have much new [information to convey], it is important to stay in touch with both supporters and detractors to keep them informed.” A mechanism that allows stakeholders and providers to communicate and provide feedback to the department can also be beneficial to ensure that stakeholders feel recognized and valued.

### *Advocate for Resources*

Adequate resources are, without question, vital to ensure that any new governmental agency has the capacity to be effective and fulfill its mandates. Those who lobby for a newly consolidated department, as well as those who lead it, should be strong, savvy and tireless advocates for adequate and consistent resource allocation to ensure sustainability and success of the department. Resources include increased funding and human and systemic resources. It is critical to advocate for adequate internal staff capacity, especially in terms of expertise related to both the education and care of children.

In addition, stakeholders must make every effort to lobby for adequate internal non-personnel assets. In Massachusetts’ case, the lack of a comprehensive IT system hindered EEC’s ability to collect and utilize the data upon which it could have based policy decisions. Advocating for and developing a functional IT system from the beginning would have had a significant positive impact on EEC’s decision-making and possibly enabled EEC to move more quickly in its policy development, implementation and advocacy efforts.

### *Seek Out Opportunities to Work with Others*

It is essential that a newly consolidated department build partnerships with other agencies and organizations and engage with those that have similar goals. Examples might include engaging with the higher education community to address workforce development issues

and initiating relationships with other state agencies, such as the Department of Social Services, which serves the same population of children as EEC in other capacities.

### *Be Patient - But Persistent*

It is important not to underestimate the challenges of bringing together two separate and distinct cultures when consolidating two or more departments or agencies. While it is critical to hold fast to high expectations and the vision that the consolidated department was designed to realize, it is also important to manage expectations so that expectations do not get too far ahead of what is feasible. One interviewee cautioned against making quick judgments about the performance of the Department in its first two years: “There are growing pains in the beginning . . . controversy and missteps along the way are to be expected.”

## CONCLUSION

Other states have made similar governance changes to elevate early education and care and more states are exploring governance changes that elevate the importance of high-quality early education and care, similar to the Department of Early Education and Care in Massachusetts. As the first state in the nation to establish an independent and consolidated department of early education and care, Massachusetts has forged a path for others to follow. While the Department has significant challenges to address, it has also made clear progress in its first two and a half years. One interviewee explained that the level of expectations that accompanied the Department was perhaps unrealistically high: “people expected [the Department to be] a panacea or silver bullet and [predictably] are now frustrated.” EEC is now entering a new phase in its development. After laying the groundwork for a consolidated system with policies and procedures in place, stakeholders and policymakers are now eager for the Department to develop an expansive vision for improving the high-quality of early education and care. Indeed, the appointment of a Secretary of Education as part of the new educational governance structure affords EEC the opportunity to advance and elevate the vision for high-quality early education through collaboration and alignment, ensuring that all young children in Massachusetts get the start they deserve to succeed in school and in life. One interviewee cautioned against getting too focused on what EEC is not doing well and urged the sector to rally around EEC leaders and staff to focus on improvement, saying, “How can we [as a sector] let this [the Department] fail? There is no excuse for this not being successful.”

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<sup>1</sup> EEC board meeting presentation, September 6, 2005.

<sup>2</sup> United States Department of Labor, <http://www.dol.gov/dol/audience/aud-women.htm>.

<sup>3</sup> Reville & Coggins, 2004. *Improving Early Childhood Education: Framing the Options and Imperatives for State Action*. Rennie Center for Education Research & Policy, Cambridge, MA.

<sup>4</sup> Kirby, Pavetti, Maguire, Clark. December 1997. *Income Support and Social Services for Low Income People in Massachusetts*. The Urban Institute, Washington, DC.

<sup>5</sup> Report of the Massachusetts Early Education and Care Council, December 16, 2004

<sup>6</sup> Kaye, Nightingale, Sandfort, Fender. March 2001. *Recent Changes in Massachusetts Welfare and Work, and Child Welfare Systems*, State Update No. 5, Urban Institute, Washington, DC.

<sup>7</sup> Report of the Massachusetts Early Education and Care Council, December 16, 2004.

<sup>8</sup> Child Care Partnership web site: <http://www.nccic.org/ccpartnerships/profiles/masscom.htm>. Retrieved 9/12/07.

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- <sup>9</sup> Child Care Partnership web site: <http://www.nccic.acf.hhs.gov/ccpartnerships/profiles/masscom.htm>. Retrieved 9/12/07.
- <sup>10</sup> EEC Board Meeting presentation, November 1, 2005.
- <sup>11</sup> Schumaker, R. Greenberg, M., Lombardi, J. 2001. *State Initiatives to Promote Early Learning: Next Steps in Coordinating Subsidized Child Care, Head Start, and State Prekindergarten*. Center for Law and Social Policy. Washington, DC.
- <sup>12</sup> Report of the Massachusetts Early Education and Care Council, December 16, 2004
- <sup>13</sup> EEA web site.
- <sup>14</sup> EEA, *The Cost of Quality UPK*, pg. 3.
- <sup>15</sup> EEA, *The Cost of Quality UPK*, pg. 3.
- <sup>16</sup> The Boston Globe, December 21, 2004.
- <sup>17</sup> EEA web site.
- <sup>18</sup> EEA web site.
- <sup>19</sup> Ludtke, M. 2004. *Early education for all: A strategic political campaign for high-quality early education in Massachusetts*, Foundation for Child Development.
- <sup>20</sup> Rayman-Read & Blood, Policy Brief Series No. A-1, Foundation for Child Development.
- <sup>21</sup> Ludtke, M. 2004. *Early education for all: A strategic political campaign for high-quality early education in Massachusetts*, Foundation for Child Development, pg. 29.
- <sup>22</sup> The Boston Globe, January 8, 2004
- <sup>23</sup> The Boston Globe, December 21, 2004
- <sup>24</sup> Preliminary Task Force report, April 14, 2004.
- <sup>25</sup> Ludtke, M. 2004. *Early education for all: A strategic political campaign for high-quality early education in Massachusetts*, Foundation for Child Development
- <sup>26</sup> The legislation was passed as Chapter 205 of the Acts of 2004. See Appendix E for more information. See <http://www.mass.gov/legis/laws/seslaw04/sl040205.htm> for the complete text of the Act.
- <sup>27</sup> The Boston Globe. "Governor outlines his education goals," December 21, 2004.
- <sup>28</sup> State House News, February 3, 2004, *Letter from Speaker Finneran to Representatives regarding Mass. financial situation*.
- <sup>29</sup> Subsection 3 (a) of Section 1 of Chapter 205 in the Acts of 2004.
- <sup>30</sup> Report from the Early Education and Care Council, December 2004.
- <sup>31</sup> The Boston Globe, July 1, 2005.
- <sup>32</sup> EEC Board presentation, September 6, 2005.
- <sup>33</sup> EEC Board presentation, September 6, 2005.
- <sup>34</sup> EEC Board presentation, September 6, 2005.
- <sup>35</sup> Massachusetts Department of Early Education and Care Workforce Development System Building Update, June 2007.
- <sup>36</sup> Massachusetts Department of Early Education and Care Newsletter, October 2, 2007.
- <sup>37</sup> The Commonwealth of Massachusetts Executive Department press release, January 10, 2008.

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## Glossary of Terms

**Administration for Children, Youth and Families** - Office, within the state Department of Health and Human Services' Administration of Children and Families, responsible for administering federal programs that promote the economic and social well-being of families, children, individuals, and communities (*source: <http://www.acf.hhs.gov/>*).

**ACYF** - See Administration on Children, Youth and Families.

**CCDF** - See Child Care Development Fund

**CCR&Rs (or R&Rs)** - See Child Care Resource and Referral Agencies.

**Child Care Development Fund** - federal block grant funding to support early care and education services. CCDF subsidizes child care services to parents who are entering the labor force or are in job training and education programs, and services children up to age 13.

**Child Care Provider** - A licensed or exempt center-based child care program, or a licensed, family-based child care program located within the Commonwealth of Massachusetts.

**Child Care Resource and Referral Agency (CCR&R, R&R)** - An agency that contracts with EEC, or subcontracts with an agency that contracts with EEC, to provide child care resource information, referral services, education/training, technical assistance and/or child care voucher management services to parents, early educators, employers and community groups .

**Child Care Subsidy** - Financial assistance given to eligible parents for child care provided by a contracted or voucher child care provider.

**Community Partnerships for Children (CPCs)** - A locally designed, administered and implemented initiative meant to coordinate preschool services across programs for 3- and 4-year old children in Massachusetts. Originally created in 1993, using flexible grant monies distributed by the state Department of Education, CPCs are charged with (1) increasing the affordability and accessibility of programs to families through tuition assistance and scholarships; (2) enhancing collaboration among providers, families, community programs, businesses and other organizations in an effort to eliminate duplicative, and promote equitable, services; (3) providing comprehensive early education and care programs and services for 3- and 4-year-old children of working families; (4) improving and increasing high-quality programming; and (5) enhancing community outreach, particularly to parents and hard-to-reach populations, to ensure that children have opportunities to participate in programs tailored to meet their needs.

**Contract** - An agreement between the Department of Early Education and Care and an eligible child care provider (school, center or home-based) wherein the provider reserves a

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specified number of spaces for children from qualifying low-to-moderate income families in exchange for full or partial reimbursement of child care costs by the state.

**Contracted Child Care Provider** - A licensed child care program or family child care system that holds a contract with the Department of Early Education and Care for the provision of subsidized child care services.

**CPCs** - See **Community Partnerships for Children**

**Department of Early Education and Care (EEC)** - The nation's first independent, consolidated Department of early education and care, Massachusetts Department of Early Education and Care is charged with (1) The provision of voluntary, universal pre-kindergarten (UPK) to all children in the Commonwealth; (2) The creation of a workforce development system and implementation plan; (3) The administration of a high-quality, mixed-provider system for early education and care; and (4) The development of a comprehensive system to assess kindergarten readiness and evaluate programs delivering early education and care services throughout Massachusetts. Designed to have equal standing with the state's Departments of Education (K-12) and Higher Education, EEC serves children from birth through age 14, and is responsible for all functions of the former Office of Child Care Services and Early Learning Services Office of the Department of Education.

**Department of Education** - State department responsible for the policy development, administration and delivery of public education services, kindergarten through grade 12, in the Commonwealth of Massachusetts. In March 2008, this department was renamed the Department of Elementary and Secondary Education.

**Designated Authority** - A person or organization authorized by the Department of Early Education and Care to determine eligibility for subsidized child care services.

**DOE** - See **Department of Education**.

**DPH** - Department of Public Health.

**DSS** - Department of Social Services.

**DTA** - Department of Transitional Assistance.

**Early Education for All** - Spearheaded by Strategies for Children, Inc., a statewide public policy/advocacy campaign with the mission to make voluntary high-quality early education available to all Massachusetts' young children and families.

**Early Learning Services** - The office, overseen by the Department of Education, formerly responsible for publicly delivered early childhood education in the Commonwealth. All programs formerly part of Early Learning Services, and the funding allocated to such programs have been incorporated into the Department of Early Education and Care.

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**EEA** - See **Early Education for All**.

**EEC** - See **Department of Early Education and Care**.

**Eligible Family** - A family that qualifies for a child care subsidy based on criteria determined by EEC in regulation and policy.

**ESL** - An English language training program for people whose primary language is not English.

**Full Time Care** - Care for not less than 30 or more than 50 hours per week during the hours when the parent(s)' service need activity occurs, unless otherwise approved by EEC.

**Full time Service Need** - Service need of 30 hours or more per week.

**In Home or Relative Child Care Provider** - A caregiver who meets the In Home or Relative standards and requirements established by EEC, and is exempt from EEC licensure because the caregiver either (1) provides care in the child's own home, or (2) is a relative of the child.

**OCCS** - See **Office of Child Care Services**.

**Office of Child Care Services (OCCS)** - Now part of the Department of Early Education and Care, this office was formerly responsible for statewide child care subsidy and licensing administration and the improvement of Massachusetts' child care service delivery system. OCCS' functions and funding have been incorporated into the new Department of Early Education and Care.

**Part Time Child Care** - Care up to 30 hours per week.

**Part Time Service Need** - Service need between 20 and up to 30 hours per week.

**R&Rs** - See **Child Care Resource and Referral Agencies**.

**Service Need** - the amount of time (during which subsidized child care is available) that neither parent is available to care for the child because they are: beginning or continuing paid employment; or seeking paid employment; or participating in education or training (not including graduate school); or are incapacitated. In addition, a child with a disability may also meet the service need criteria for full-time care, whether or not the parents are available to provide care.

**State Median Income (SMI)** - The dollar amount representing the midpoint in a rank ordering of the incomes of all families of the same size in Massachusetts, as calculated by the Executive Office of Health and Human Services.

**Subsidy** - See **Child Care Subsidy**.

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**Supportive Child Care** - A program of comprehensive educational and developmentally appropriate activities augmented by health and nutritional services, case management, social services and transportation, provided by child care providers under contract with EEC to families determined eligible by DSS.

**TAFDC** - See **Transitional Aid to Families with Dependent Children**.

**Transitional Aid to Families with Dependent Children (TAFDC)** - Federal cash and medical assistance program meant to help provide basic necessities for low-income families with dependent children.

**Trilemma** - Refers to the three-faceted challenge facing the Department of Early Education and Care as it tries to increase availability, affordability, and quality of early education and care services in the Commonwealth. This descriptive term for these interrelated factors was first coined by Gwen Morgan of Wheelock College.

**Voucher** - Financial assistance given to eligible parents for child care provided by a contracted or voucher child care provider. A voucher can be used to pay for child care services from any provider of a family's choice on the condition that the chosen provider accepts vouchers and meets the state's licensing requirements.

**Voucher Child Care Provider** - A caregiver who provides child care services pursuant to an EEC voucher provider agreement.

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## Appendix A: List of Interviewees

**Edward Augustus, Jr.** - Massachusetts State Senator; Vice-Chair, Joint Committee on Education

**Douglas Baird** - Former President and CEO of Associated Early Care and Education; EEC Transition Team Member; Member, EEA Advisory and Policy Committee; President, Baird Associates

**Vicki Bartolini** - EEC Transition Team member; Chair and Associate Professor, Education Department, Wheaton College

**Barbara Black** - EEC Transition Team member; Early Childhood Coordinator, Northampton Public Schools; Member, EEA Policy Committee

**David Bunker** - Director of Special Projects, Committee on Ways & Means, Massachusetts House of Representatives

**Elizabeth Caputo** - Legislative Director, Office of State Senator Robert Antonioni, Co-Chair of the Joint Committee on Education

**Jondavid (JD) Chesloff** - EEC Board member; Deputy Director, Massachusetts Business Roundtable

**Elizabeth Childs** - EEC Board member; Former Commissioner of the Massachusetts Department of Mental Health

**Julie Culhane** - EEC Board member; Former Director of Early Childhood Programs for the Hampshire Regional School District

**Leo Delaney** - CEO, Memorial Ellis Children's Center

**Melissa deSousa** - EEC Transition Team member; Massachusetts Independent Child Care Association

**Kathleen Devlin** - Former Policy Director, Joint Committee on Education, Massachusetts State Legislature

**David Driscoll** - Former Commissioner, Department of Education

**Marcia Farris** - EEC Transition Team Member; Executive Director, Massachusetts Association for the Education of Young Children

**Karen Frederick** - EEC Transition Team Member; President, MA Association of Early Education and Care

**Sally Fuller** - Project Director, Irene E. and George A. Davis Foundation

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**Kathy Gallo** - Professional Development Coordinator, Lynn CPC, North Shore Community College

**Patricia Haddad** - Massachusetts State Representative; Co-Chair, Joint Committee on Education

**Sue Halloran** - EEC Transition Team Member; President, Massachusetts Child Care Resource & Referral Network

**Kimberly Haskins** - EEC Transition Team Member; Senior Program Officer, Barr Foundation; EEA Advisory Committee member

**Sue Heilman** - EEC Transition Team Member; Executive Director, Horizons for Homeless Children

**Gwynn Hughes** - EEC Transition Team Member; Executive Director, MA Afterschool Partnership

**Sharon Lynn Kagan** - Professor of Early Childhood and Family Policy; Co-Director of the National Center for Children and Families; Associate Dean for Policy at Teachers College, Columbia University

**Kathy Kelley** - Former President, American Federation of Teachers - MA

**Amy Kershaw** - Acting Commissioner and former Deputy Commissioner for Programs, Department of Early Education and Care; Former Research and Policy Director, Strategies for Children, Inc.

**Patricia Plummer** - Chancellor, Massachusetts Board of Higher Education

**Marilyn Mahoney** - EEC Transition Team Member; Early Childhood Program Coordinator, Lynn Public Schools /CPC

**Charlene Mara** - Early Childhood Department Coordinator, Quinsigamond Community College

**Tom Moreau** - Former Research Director, Joint Committee on Education

**Anne Mitchell** - President, Early Childhood Policy Research; President, National Association for the Education of Young Children

**Anne O'Driscoll** - Former Associate House Counsel, House of Representatives, Massachusetts Legislature

**Ann Reale** - Former Commissioner, Massachusetts Department of Early Education and Care (EEC)

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**James Robertson** - EEC Transition Team Member; Plowshares Education Development Centers

**Marta Rosa** - EEC Transition Team Member; Director of Government Affairs, Wheelock College

**Ben Russell** - Former EEC Board Member, Principal, East Zone Early Learning Center, Boston Public Schools

**Jason Sachs** - EEC Transition Team Member; Director of Early Childhood Education, Boston Public Schools

**Peg Sprague** - EEC Transition Team Member; Vice President of Community Impact, United Way of Massachusetts Bay and Merrimack Valley

**Marie St. Fleur** - Vice-Chair, House Committee on Ways & Means; Massachusetts Legislature

**Evelyn Tobin** - Former Director of Public Policy, YMCAs of Massachusetts; Member, EEA Policy Committee

**Paul Toner** - EEC Transition Team Member; Vice-President, Massachusetts Teachers Association

**Mary Walachy** - EEC Transition Team Member; Executive Director, Irene E. and George A. Davis Foundation, Member, EEA Advisory Committee

**Roy Walker** - Child Care Bureau Regional Program Manager; U.S. Department of Health and Human Services

**Ardith Wieworka** - Former Commissioner, Office of Child Care Services; EEC Transition Team member; Vice-President, Child Development Centers

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## Appendix B: Interview Questions

- Why was the Department of Early Education and Care created and what was it designed to achieve?
- How was it created? Who were the critical leaders involved in its formation?
- Who were the leaders involved in EEC's development and what were their roles?
- How was the Early Education for All Campaign involved in enabling legislation?
- What role did the media play in the development of the EEC?
- How were financial resources secured and where did they come from?
- What are the major political and substantive challenges in establishing a unified governance structure for the early childhood sector? How were they overcome?
- How did MA UPK fit into the overall thinking/definition of the scope of the Department?
- What are the strengths and challenges of the Department as it currently exists?
- Is there any evidence that the new structure is better than the old? Worse? In what ways and what is the evidence?
- What are the indications of progress? Challenges for the future?
- Would anything be done differently knowing what is known now?
- What lessons might other states draw from Massachusetts' experience with EEC?

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## Appendix C: List of Board of Early Education and Care Members

### *Founding Board Members (as of 2005):*

**Julie P. Culhane**, Director of Early Childhood Programs, Hampshire Regional School District

**Elizabeth Childs**, Commissioner, Massachusetts Department of Mental Health

**David P. Driscoll**, Commissioner, Department of Education

**Judith Gill**, Chancellor, Board of Higher Education

**Christopher E. Goode**, Senior Director of Corporate Government & Community Affairs & Public Policy, EMC Corporation

**Linda Mason**, Chairman of the Board/Director, Bright Horizons Family Solutions, Inc.

**Timothy Murphy, Chairman**, Secretary, Executive Office of Health and Human Services

**Ben Russell**, Teacher, John F. Kennedy Elementary School, Boston Public Schools

**Mary Torrence**, Parent

### *Current Board Members (as of March 2008):*

**JudyAnn Bigby**, Secretary, Executive Office of Health and Human Services

**Sharon Scott-Chandler, Chairperson**, Vice President, Action for Boston Community Development (ABCD)

**Jondavid (JD) Chesloff**, Deputy Director, Massachusetts Business Roundtable

**Elizabeth Childs**, Former Commissioner of the Massachusetts Department of Mental Health

**Carol Craig O'Brien**, Early Childhood Coordinator, Westwood Public Schools

**Julie Culhane, Ph.D.**, Former Director of Early Childhood Programs, Hampshire Regional School District

**Chi-Cheng Huang, M.D.**, Instructor and Professor, Boston University School of Medicine

**S. Paul Reville**, Secretary of Education (Effective July 1, 2008)

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## Appendix D: Critical People Involved in Establishing of the Department of Early Education and Care

**Robert Antonioni:** State Senator and co-chair of the Joint Committee on Education and an influential supporter of the Early Education for All bills.

**Mara Aspinall:** Prominent business leader (President of Genzyme Genetics) and Co-chair, with Paul O'Brien, of the Early Education for All Campaign Advisory Committee. Mara Aspinall played, and continues to play, a key role in emphasizing the power of research (for example, "return on investment" analyses and brain development research) in cultivating the support and buy-in of the Massachusetts business community, and other members of the diverse EEA coalition, around increased investment in high-quality early education. Ms. Aspinall also helped to forge and make public the link between early education investment and the economic development of the Commonwealth.

**Fred Berry:** State Senate Majority Leader, longest-serving Senate member and Senate lead sponsor of both Early Education for All bills, Fred Berry helped EEA staff develop and tailor their approach to garner legislative support at critical junctures throughout the legislative process.

**Margaret Blood:** Founder and President of Strategies for Children, Inc. and Campaign Director of the Early Education for All Campaign.

**David Driscoll:** Former Commissioner of Massachusetts Department of Education (K-12) Commissioner Driscoll has a forty-year career in public education and educational leadership. In 2003, Commissioner Driscoll was appointed to the three-member Council on Early Education and Care. One goal of the Council was to evaluate the advisability of creating a board of early education and care with oversight over some or all of the publicly-funded early education and care in the state. Two years later Commissioner Driscoll was appointed to the Board of the Department of Early Education and Care.

**Thomas Finneran:** Former Massachusetts Speaker of the House and early legislative champion of early education and care. Finneran paved the way for the prioritization of early childhood education within state government with a galvanizing 2004 *Address to the Citizens of the Commonwealth* wherein he emphasized early education as one of the three most important issues the Legislature should address. His vocal support of early education was critical in moving Massachusetts' early education and care agenda forward at the legislative level.

**Patricia Haddad:** Patricia Haddad is a representative of the Fifth Bristol district in the Massachusetts state Legislature, currently serving as Co-chair of the Joint Committee on Education. She was co-chair of the Special Task Force on the Early Childhood Education, and was the House Chair of the Commission on Early Education & Care.

**Amy Kershaw:** Former Research and Policy Director of the Early Education for All Campaign (2000-2005), Amy brought her expertise in early childhood policy issues when

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she joined EEC as Deputy Commissioner for Programs. On March 11, 2008, the Board of EEC unanimously voted to appoint Amy as Acting Commissioner while they conducted a national search for a new commissioner.

**Peter Larkin:** Former state representative, Assistant Vice Chair of the House Ways and Means Committee and House lead sponsor for original *An Act Establishing Early Education for All*. Larkin was appointed by Speaker Tom Finneran to chair a 2003 Education Finance Task Force charged with the development of a set of recommendations for the House Ways and Means Committee. The task force generated a report that included many of the early education recommendations advanced by EEA.

**Paul O'Brien:** Prominent business leader (President of The O'Brien Group and former Chairman of the New England Telephone Company) and chair of the Strategies for Children, Inc. board. As Co-chair, with Mara Aspinall, of the Early Education for All Campaign Advisory Committee, Paul O'Brien helped EEA harness the power of the business community in order to move the campaign's vision forward.

**Ann Reale:** First Commissioner of the Department of Early Education and Care. Reale held a number of key positions during former Governor Mitt Romney's administration, serving variously as the Governor's Senior Policy Advisor, Undersecretary in the Office of Administration and Finance and State Budget Director.

**Elisabeth Schaefer:** Former Director of Early Learning Services, Massachusetts Department of Education (K-12).

**Marie St. Fleur:** State Representative and former co-chair of the Joint Committee on Education. St. Fleur was an early champion of early childhood issues and while serving as co-chair of the Joint Committee on Education, was asked by House Speaker Thomas Finneran to co-chair the House Task Force on Early Education in early 2004.

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## Appendix E: Timeline of Events

### 1997

Office of Child Care Services created under Health and Human Services Department in an effort to consolidate services for young children.

### Early 1998

Margaret Blood develops statewide voter poll and interviews key opinion leaders to find out where child care is on the political agenda.

### Summer 2000

Margaret Blood releases the report, *Our Youngest Children: Massachusetts Voters and Opinion Leaders Speak Out on Their Care and Education*.

### July 2001

Strategies for Children, the umbrella non-profit organization created to oversee the Early Education for All Campaign, as well as other strategic initiatives benefiting children and their families, is granted 501(c)3 status.

### December 2002

EEA files *An Act Establishing Early Education for All* (H.1838/S.239) for the 2003/2004 legislative session with 111 legislative co-sponsors.

### February 2003

*An Act Establishing Early Education for All* (H.1838/S.239) is assigned to the Education Committee.

### July 2003 - FY04 State Budget

Chapter 23 of the Acts of 2003 creates the Early Education and Care Council, comprised of the Commissioners of OCCS, DOE and DPH, and charged with developing a comprehensive plan to coordinate, integrate and streamline publicly funded early education and care and administrative functions.

### October 2003

Legislative Hearing for *An Act Establishing Early Education for All* (H.1838/S.239).

### January 2004

House Speaker Thomas Finneran delivered his annual "Address to the Citizens of the Commonwealth" calling for "jobs, early childhood education and new housing" to be "the state's top goals for the new year."

### February 2004

Education Committee favorably reports a redraft of H.1838/S.239 and sends the bill to the House Ways and Means Committee.

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### **March 2004**

Speaker Finneran appoints Representatives Marie St. Fleur and Patricia Haddad to co-chair a special task force to examine early childhood education and inform recommendations for the FY05 budget.

### **July 2004**

Chapter 205 of the Acts of 2004 establishes the Board and Department of Early Education and Care, and lays the foundation for a year-long planning process including specific milestones and benchmarks. (see <http://www.mass.gov/legis/laws/seslaw04/sl040205.htm>)

Chapter 149 of the Acts of 2004, Section 344 includes language establishing: A three member Early Education and Care Council, which was charged to make recommendations to the Education Committee to consolidate all early education and care services into a Department and a 21 Member Advisory Committee, charged with making recommendations to the Education Committee on the design of a universal preschool program, workforce development system, and a school readiness assessment system.

### **December 2004**

EEA refiles *An Act Relative to Early Education for All* (H.1175/S.303) for the 2005 / 2006 legislative session with 132 co-sponsors. Reports are issued to the Education Committee by the Massachusetts Early Education and Care Council and by the Early Education and Care Advisory Committee.

### **January 2005**

*An Act Relative to Early Education for All* (H.1175/S. 303) is assigned to the Education Committee.

### **March 1, 2005**

The Board of Education and Care is appointed by Governor Romney.

### **April 1, 2005**

Commissioner Ann Reale is appointed by the Board of Education and Care.

### **May 2005**

Commissioner Ann Reale begins her tenure as Commissioner.

### **July 1, 2005**

EEC becomes operational.

### **July 2005**

FY06 state budget is finalized. Early Education highlights include:

- \$455,000 for EEC infrastructure.
- \$1 million EEC Scholarships.

### **October 2005**

Legislative Hearing for *An Act Relative to Early Education for All* (H.1175/S. 303).

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### **December 2005**

The language in *An Act Relative to Early Education for All* is consolidated with other early education bills and becomes *An Act Relative to Early Education and Care* (H.4755), which is reported out favorably by the Education Committee.

### **March 2006**

House of Representatives unanimously passes *An Act Relative to Early Education and Care* (H.4755).

### **June 2006**

Senate unanimously passes *An Act Relative to Early Education and Care* (H.4755).

### **July 2006**

FY07 state budget is finalized. Early Education highlights Include:

- \$4.6 million for MA UPK
- \$27 million for Full-day Kindergarten
- \$3 million for Early Educator Scholarships
- \$250,000 for Quality Rating System
- \$100,000 for core competencies

### **August 2006**

Governor Romney vetoes *An Act Relative to Early Education and Care* (H.4755), too late for the Legislature to override his veto during the 2005-2006 legislative session.

### **November 2006**

After campaigning on both UPK and FDK, Deval Patrick is elected as Massachusetts' 71<sup>st</sup> Governor.

### **October 2006**

Early Education for All Campaign releases the report, "The Cost of Universal, High-Quality Early Education in Massachusetts" done in collaboration with Northeastern University's Center for Market Labor Studies.

### **December 2006**

The Education Committee files *An Act Relative to Early Education and Care* (H.3776).

### **April 2007**

Legislative hearing before the Education Committee on *An Act Relative to Early Education and Care* (H.3776).

### **May 2007**

First MA UPK pilot grantees are announced by EEC. 129 early education and care sites receive UPK Classroom Quality Pilot grants.

### **June 2007**

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Governor Patrick announces the creation of the “Readiness Project,” charged with mapping out a 10-year strategic plan for education reform.

### **July 2007**

FY08 state budget is finalized. Early education highlights include:

- \$7.1 million for MA UPK
- \$4 million for Early Educator Scholarships
- \$250,000 for Quality Rating System

Governor Patrick files a \$132 million FY07 Supplemental Budget (H. 4127), including \$1.2 million for Building Careers in Early Education.

### **October 2007**

The FY08 supplemental budget is passed. Early education highlights include:

- \$1.8 million for the Department of Early Education and Care’s Information Technology Plan
- \$600,000 for the Building Careers program

### **December 2007**

FY08 MA UPK Pilot Classroom Quality grants are announced by EEC. 109 early education and care sites preliminarily selected.

### **January 2008**

Governor Patrick files Article 87 to create a cabinet-level Executive Office of Education and Secretary of Education. The Legislature has 60 days to approve this plan.

Governor Patrick files his FY09 state budget proposal including:

- \$15 million increase for MA UPK
- \$8.38 million increase in the Kindergarten Expansion Grant Program
- \$1.2 million increase in Professional Development for early educators
- \$260,000 increase in Access Management

### **February 2008**

Legislature adopts Governor Patrick’s plan to create a cabinet-level Executive Office of Education and Secretary of Education

### **March 2008**

- Commissioner Reale resigns
- S. Paul Reville appointed as Secretary of Education
- Two new members appointed to EEC Board.

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Appendix F: EEA Advisory Committee and Policy Committee Members as of February 2008.

**\*Mary Ann Anthony**, Representing MA Association for the Education of Young Children

**Mara G. Aspinall**, President, Genzyme Genetics  
Committee Co-Chair

**\*Douglas Baird**, President, Baird Associates

**Margaret Blood**, President, Strategies for Children, Inc.

**Jim Brett**, President and CEO, The New England Council

**Roger Brown**, President, Berklee College of Music

**Lou Casagrande**, President and CEO, Boston Children's Museum

**\*Helen Charlupski**, Representing, Massachusetts Association of School Committees

**\*Melissa Colon**, Associate Director, The Mauricio Gaston Institute for Latino Community  
Development and Public Policy

**Robert Coughlin**, President, MA Biotechnology Council

**Donna Cupelo**, Region President, Verizon

**\*William Eddy**, Executive Director, MA Association of Early Education and Care

**\*Jillayne T. Flanders**, Representing, MA Elementary School Principals' Association

**Don Gillis**, Executive Director, MA Workforce Board Association

**Carol Goldberg**, President, The AvCar Group, Ltd.

**Christopher E. Goode**, Senior Director, Government Corporate Affairs and Public Policy,  
EMC Corporation

**\*Sue Halloran**, Representing, MA Child Care Resource and Referral Agencies Network

**Kimberly Haskins**, Senior Program Officer, Barr Foundation

**\*Sue Heilman**, Executive Director, Horizons for Homeless Children

**\*Joan Kagan**, President & CEO, Square One

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**\*Kathleen Kelley**, Representing, American Federation of Teachers-MA

**\*Thomas S. Kingston**, Representing, MA Urban Superintendents Network

**Wyndham Lewis**, Vice President, MA High Technology Council

**Richard Lord**, President, Associated Industries of MA

**Alan Macdonald**, Executive Director, MA Business Roundtable

**\*Berna Mann**, Executive Director, Parents Alliance for Catholic Education

**\*Charlene Mara**, Coordinator, Early Childhood Education, Quinsigamond Community College

**Daniel J. Margolis**, Executive Director, Bureau of Jewish Education of Greater Boston

**Neil McKittrick**, Goulston and Storrs

**\*Kathy Modigliani**, Director, The Family Child Care Project

**\*Gwen Morgan**, Consultant, Wheelock College

**Linda Noonan**, Managing Director, MA Business Alliance for Education

**John D. O'Brien**, Legislative Liaison, Cape Cod Chamber of Commerce

**Paul O'Brien**, President, The O'Brien Group, Inc.  
Committee Co-Chair

**Sean Palfrey, MD**, Representing, MA Chapter, American Academy of Pediatrics

**S. Paul Reville**, Executive Director, Rennie Center for Education Research and Policy

**\*Ada Rosmarin**, Representing, MA Community Partnerships for Children

**Ronald L. Sargent**, President and CEO, Staples, Inc.

**Thomas Scott**, Executive Director, MA Association of School Superintendents

**Barry Shrage**, President, Combined Jewish Philanthropies of Greater Boston

**Michael Supranowicz**, President & CEO, Berkshire Chamber of Commerce

**Stephen P. Tocco**, President & CEO, ML Strategies LLC

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**\*Nancy Topping-Tailby**, Executive Director, MA Head Start Association

**Kathy Treglia**, Representing YMCAs of MA

**Philippe Villers**, President, GrainPro, Inc.

**Mary Walachy**, Executive Director, The Irene E. and George A. Davis Foundation

**Richard Walker**, Vice President, Community Affairs Officer, The Federal Reserve Bank of Boston

**\*James C. Ward**, Executive Director, Early Childhood Centers of Greater Springfield

**Anne Wass**, President, MA Teachers Association

\*EEA Policy Committee Member

**Other members of the Policy Committee include:**

**Maureen Berman**, Representing, MA Elementary School Principals' Association

**Barbara Black**, Representing, Northampton Public Schools

**Cathy Dwyer**, Political Director, American Federation of Teachers- MA

**Sally Fuller**, Project Director, The Irene E. and George A. Davis Foundation

**Jeff Liberman**, Associate Director, Bureau of Jewish Education of Greater Boston

**Evelyn Tobin**, Public Policy Director, YMCAs of MA

**Pat Xavier**, Director, Boston Child Care Alliance