



**Government Data Advisory Board
Early Childhood Universal Application
Subcommittee Report
December 1, 2010**

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Section 1 - Executive Summary

The Early Childhood Universal Application Subcommittee ("Subcommittee") was created through Colorado House Bill 10-1028 as a subcommittee of the Government Data Advisory Board ("GDAB"). Its primary mission is to recommend to State Chief Information Officer ("State CIO") and the GDAB protocols and procedures for creating and implementing a universal application to be used by all state agencies and school districts for applications for programs related to early childhood care and education, including but not limited to:

- Medicaid
- Children's Basic Health Plan
- Head Start Program
- Colorado Preschool Program
- Free or Reduced-cost Lunch program
- Colorado Child Care Assistance program
- Child and Adult Care Food program
- Colorado Works program
- Special Supplemental Food Program for Women, Infants, and Children
- Food Stamp program
- Early childhood council programs
- Low-income energy assistance program
- Affordable housing programs

And, upon request by the State CIO, to advise the State CIO on other issues pertaining to applications for programs related to early childhood care and education.

The task laid out with this legislatively mandate is complex, as the above listed 13 programs are operated out of four state agencies with a diverse set of funding streams, eligibility requirements, and policy mandates. At the local level, administration is done by a variety of service providers. There is limited coordination across these programs, leaving families confused, and creating inefficiencies in processes at both the state and local level.

Other states have examined the issue of streamlined eligibility and enrollment processes, but not to the broad extent that Colorado is now seeking to tackle it. In February 2010, Governor Bill Ritter, Jr. also issued an executive order creating the Early Childhood Leadership Commission (ECLC), which was codified with Senate Bill 10-195. There is broad recognition of the need to coordinate programs, funding, and policies that provide services and supports for young children and their families. The Subcommittee is working closely with and aligning efforts to the work being done by the ECLC.

The Subcommittee convened in August of 2010, and has developed its working goals and objectives for the next two years to accomplish its stated mission. The Subcommittee has identified its primary deliverables to accomplish this mission, and has identified risks and barriers that may impact the ability of the State CIO or GDAB to implementing a universal application.

Section 2 - Background and Overview

The Early Childhood Universal Application Subcommittee ("Subcommittee") was created through Colorado House Bill 10-1028 as a subcommittee of the Government Data Advisory Board ("GDAB"). Its primary mission is to recommend to State Chief Information Officer

("State CIO") and the GDAB protocols and procedures for creating and implementing a universal application to be used by all state agencies and school districts for applications for programs related to early childhood care and education, including but not limited to:

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- Affordable housing programs

And, upon request by the State CIO, to advise the State CIO on other issues pertaining to applications for programs related to early childhood care and education. The Subcommittee has developed the following vision, goals, and objectives to accomplish its mission.

Vision

All families will easily and efficiently access and receive the benefits and services for which they are eligible.

Goals and Objectives

Vision			
<i>The vision of the EC Universal Application Subcommittee is that all families will easily and efficiently access and receive the benefits and services for which they are eligible.</i>			
Create Universal Application (Years 1- 2)	Develop Communication Plan (Year 1)	Interagency Information Sharing (Year 2)	Business Process Re-engineering (Year 2)
<ul style="list-style-type: none"> • Inventory current applications, business rules and data elements • Cross-walk agency data • Inventory regulatory requirements • Identify best practices from other states • Identify policy change opportunities • Identify strategies to streamline cross-agency processes and information sharing • Develop process and incentive to encourage use of universal application 	<ul style="list-style-type: none"> • Define programs/agencies required or invited to use a universal application • Define stakeholders • Develop strategies for communication with key stakeholder groups and other state committees • Implement tools to promote communication about Subcommittee work • Explore feasibility and options for focus groups with consumers and service providers 	<ul style="list-style-type: none"> • Identify agency stewardship of key data elements • Create information exchange workflow process map • Identify confidentiality and privacy issues and solutions • Enter into interagency agreements and MOUs • Implement information sharing solution, leveraging state IT standards and architecture 	<ul style="list-style-type: none"> • Create “as-is” models of application systems • Develop “to-be” models of application system • Develop recommendations for a rules engine to facilitate information flow and application processing • Identify possible distribution channels

The subcommittee is currently developing a project plan and timeline to address the completion of all of our objectives and goals

Section 3 - Risks and Barriers

Understanding the risks and barriers related to an undertaking of this magnitude is one of the priorities of this sub-committee. The stakeholders in the process are so diverse, as are their interest and priorities that the sub-committee must work to have as full an understanding of the divergent issues as possible. To that end, the sub-committee has begun a discussion of the possible risks and barriers with representatives from the various stakeholder groups (within the committee itself) and that is described below.

Barriers to implementation of the universal application include the absence of understanding regarding implementation as a process, not an event. Cultural, control, and change management issues within State and local agencies are barriers to stakeholder involvement and support of the final product. The availability of adequate financial, time, and human resources to implement a universal application is both a risk and a barrier to final implementation. Meeting compliance standards set by Federal and State statute and regulations and the diversity of programs listed in the legislation are a challenge to the process at its earliest infancy stages and as the development of the actual universal application begins. Naturally, privacy and security concerns of the end users are a consideration for the sub-committee to consider at each step of the process.

Implementation drivers critical to success of the universal application include staff training, ongoing consultation and coaching, evaluation, facilitative administrative support, and response to the need for modification after implementation. The implementation drivers are integrated and compensatory. Fixsen et al. (2005) report it may take approximately three years to implement a program or process if all these categories are taken into account.¹ Therefore, one barrier to consider is the expectation of the public for an immediately efficient process. Rarely are tools implemented in perfect form. Public perception of the usefulness of the universal application will need to be addressed. An extensive education campaign may be needed in state agencies among employees, as well as the customers they serve. For agencies and staff who take leadership in the change, training is a core implementation component. The “train and hope” approach does not work. When coupled with coaching, training is effective. Therefore, agency involvement is essential.

Context & External Influences

Contextual elements that drive implementation must be considered. Funding is a critical element that can derail the best of implementation efforts. The organizational support of leaders and employees willing to adopt the universal application is essential. In the absence of strong leadership, the individual employee is the key to success or failure. Issues of management support, staff performance, and sustainability will impact the outcome of implementation efforts. Attitudes, political factors, economic and other social factors also emerge as important.

A framework for basic rationale, data quality, utilization of feedback from staff and consumers, and problem identification as the implementation of a universal application moves forward is needed in order to overcome barriers and mitigate risks.

Section 4 - Meetings and Documents

The Early Childhood Universal Application Subcommittee of the Government Data Advisory Board meets once a month. Future meetings are scheduled for the first Thursday of the month from 1:00PM to 4:00 PM. at the Clayton Training Center, 3975 Martin Luther King Blvd, Denver, CO 80205.

All meetings are open to the public. Meeting dates and minutes can be found on the OIT Governor’s Office of Information Technology web site at <http://www.colorado.gov/cs/Satellite/OIT-New/OITX/1251580544068>

Section 5 – Program Deliverables

The Subcommittee’s key deliverables are:

- Twice yearly report due to GDAB on December 1st and June 1st
- Draft Universal Application
- Advise the State CIO on issues pertaining to applications for programs related to early childhood care and education

¹ Fixsen, D. L. & Blase, K. A. (2009, January). Implementation: The missing link between research and practice. *NIRN Implementation Brief #1*. Chapel Hill: The University of North Carolina, FPG, NIRN.

- Complete inventory of relevant federal and state statutes as it relates to the subcommittee's work
- Data element cross-walk

Section 6 – Summary

The subcommittee convened in August, 2010 and has met three times. In this short period, the Subcommittee has made great progress establishing its Mission and Vision. Clear goals and tasks have been identified and steps are ongoing to facilitate their implementation. The sharing of information about current policies, procedures, and applications has proved to be valuable to help the members of the Subcommittee understand the challenges and needs from various department and organizational points of view. The Subcommittee looks forward to continue working with GDAB, OIT, and our stakeholders.

Section 7 – Appendices

Appendix A - Stakeholders

The following stakeholders have been identified as having a key interest in the program:

- Government Data Advisory Board and its Sponsors and Stakeholders
- Colorado State Agencies and their Boards
 - Colorado Department of Education
 - Colorado Department of Human Services
 - Colorado Department of Health Care Policy and Financing
 - Colorado Department of Public Health and Environment
 - Office of Information Technology
 - Other state agencies
- Colorado School Districts
- Early Childhood Programs
- Early Childhood Leadership Commission
- Community Center Boards
- Non-profit Groups
- Members of Early Childhood State Partnerships
- Families with young children
- State Legislature

These stakeholders have a vested interest in, and will be impacted by, the work done by the Subcommittee. The impact areas include policy, technology, financial, and business processes.

Appendix B - Early Childhood Universal Application Subcommittee Members

Vacant
Denver Public Schools
Designee to represent school districts

Stacie Demchak, Business Analyst
Department of Education
Designee for the Department of Education

Ron Ozga, IT Director
Governor's Office of Information Technology
Department of Human Services

Judy Hall, Eligibility Specialist
Health Care Policy and Financing
Designee for Department of Health Care Policy and Financing

Micheline Casey, Chief Data Officer
Governor's Office of Information Technology
Designee for the Chief Information Officer

Jodi Hardin, Early Childhood Systems Specialist
Office of the Lieutenant Governor
Designee for the Lieutenant Governor

Michelle Bender
Early Childhood Education Department Chair
Pikes Peak Community College
Designee for the President of the State System of Community and Technical Colleges

Sonia Bauduy, Director
Warren Village Learning Center
Private provider under the CO Child Care Assistance Program

Charlotte Brantley, President and CEO
Clayton Early Learning Centers
Private early head start or head start agency

Kimberly Bloemen, Early Childhood Director
Poudre School District
Early childhood care and education provider that is a certified assistance site for Medicaid and the Children's Basic Health Plan

Judi Whilden, Owner/Director
Sunrise Kids, LLC
At-large member

Melissa Buchholz
Clinical Psychologist

University of Colorado, Denver
At-large member

Ashley Tunstall,
Director of Clinical Services
Division of Youth Corrections
Rep. from Division of Youth Corrections, Department of Human Services

Patricia Daniluk, Director, Nutrition Services Branch
Department of Public Health and Environment
Rep. from Prevention Services Division, Department of Public Health and Environment

Appendix C – HB 10-1028

HOUSE BILL 10-1028

BY REPRESENTATIVE(S) Benefield, Massey, Peniston, Solano, Casso, Court, Fischer, Frangas, Labuda, Levy, McCann, Merrifield, Pommer, Primavera, Priola, Scanlan, Schafer S., Summers, Todd, Tyler, Vigil, Carroll T.;

also SENATOR(S) Hodge, Hudak, Steadman, Bacon, Boyd, Foster, Heath, Newell, Tochtrop, Williams.

CONCERNING A UNIVERSAL APPLICATION FOR PROGRAMS RELATED TO EARLY CHILDHOOD ISSUES.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. Part 7 of article 37.5 of title 24, Colorado Revised Statutes, is amended BY THE ADDITION OF A NEW SECTION to read:

24-37.5-703.7. Early childhood universal application

subcommittee - created - duties - funding - repeal. (1) THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE IS HEREBY CREATED AS A SUBCOMMITTEE OF THE ADVISORY BOARD. THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE SHALL CONSIST OF THE FOLLOWING MEMBERS:

(a) THE ADVISORY BOARD MEMBERS APPOINTED PURSUANT TO

NOTE: This bill has been prepared for the signature of the appropriate legislative officers and the Governor. To determine whether the Governor has signed the bill or taken other action on it, please consult the legislative status sheet, the legislative history, or the Session Laws.

Capital letters indicate new material added to existing statutes; dashes through words indicate deletions from existing statutes and such material not part of act.

SECTION 24-37.5-703 (1) (b) (II) AND (1) (b) (III) TO REPRESENT SCHOOL DISTRICTS OR THE MEMBERS' DESIGNEES;

(b) THE ADVISORY BOARD MEMBER SELECTED FROM THE DEPARTMENT OF EDUCATION OR THE MEMBER'S DESIGNEE;

(c) THE ADVISORY BOARD MEMBER SELECTED FROM THE DEPARTMENT OF HUMAN SERVICES OR THE MEMBER'S DESIGNEE;

(d) THE ADVISORY BOARD MEMBER SELECTED FROM THE DEPARTMENT OF HEALTH CARE POLICY AND FINANCING OR THE MEMBER'S DESIGNEE;

(e) THE LIEUTENANT GOVERNOR OR HIS OR HER DESIGNEE;

(f) THE CHIEF INFORMATION OFFICER OR HIS OR HER DESIGNEE;

(g) THE PRESIDENT OF THE STATE SYSTEM OF COMMUNITY AND TECHNICAL COLLEGES OR HIS OR HER DESIGNEE; AND

(h) AT LEAST FIVE MEMBERS APPOINTED BY THE GOVERNOR WITH

EXPERTISE IN EARLY CHILDHOOD PROGRAMS, INCLUDING AT LEAST ONE PERSON REPRESENTING THE FOLLOWING ENTITIES:

(I) A PRIVATE PROVIDER UNDER THE COLORADO CHILD CARE ASSISTANCE PROGRAM CREATED PURSUANT TO PART 8 OF ARTICLE 2 OF TITLE 26, C.R.S.;

(II) A PRIVATE EARLY HEAD START OR HEAD START AGENCY, AS DEFINED IN SECTION 22-28-103 (6), C.R.S., THAT DIRECTLY PROVIDES SERVICES TO FAMILIES;

(III) AN EARLY CHILDHOOD CARE AND EDUCATION PROVIDER THAT IS A CERTIFIED ASSISTANCE SITE FOR MEDICAID AND THE CHILDREN'S BASIC HEALTH PLAN;

(IV) THE DIVISION OF YOUTH CORRECTIONS IN THE DEPARTMENT OF HUMAN SERVICES; AND

(V) THE PREVENTION SERVICES DIVISION WITHIN THE DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT.

(2) MEMBERS OF THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE SHALL SERVE WITHOUT COMPENSATION AND WITHOUT REIMBURSEMENT FOR EXPENSES.

(3) (a) THE CHIEF INFORMATION OFFICER SHALL SCHEDULE THE FIRST MEETING OF THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE NO LATER THAN AUGUST 1, 2010. AT THE FIRST MEETING, THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE SHALL ELECT A CHAIR FROM AMONG ITS MEMBERS TO SERVE FOR A TERM NOT EXCEEDING TWO YEARS, AS DETERMINED BY THE SUBCOMMITTEE. A MEMBER SHALL NOT BE ELIGIBLE TO SERVE AS CHAIR FOR MORE THAN TWO SUCCESSIVE TERMS.

(b) THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE SHALL MEET AS OFTEN AS NECESSARY, AT THE CALL OF THE CHAIR, TO COMPLETE ITS DUTIES.

(c) THE OFFICE, TO THE EXTENT PRACTICABLE WITHIN EXISTING RESOURCES, SHALL PROVIDE TECHNICAL ASSISTANCE AND SUPPORT TO THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE TO ASSIST THE SUBCOMMITTEE IN COMPLETING ITS DUTIES PURSUANT TO THIS SECTION.

(4) THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE SHALL HAVE THE FOLLOWING DUTIES:

(a) TO RECOMMEND TO THE CHIEF INFORMATION OFFICER AND THE ADVISORY BOARD PROTOCOLS AND PROCEDURES FOR CREATING AND IMPLEMENTING A UNIVERSAL APPLICATION TO BE USED BY ALL STATE AGENCIES AND SCHOOL DISTRICTS FOR APPLICATIONS FOR PROGRAMS RELATED TO EARLY CHILDHOOD CARE AND EDUCATION, INCLUDING BUT NOT LIMITED TO:

(I) MEDICAID;

(II) THE CHILDREN'S BASIC HEALTH PLAN;

(III) THE HEAD START PROGRAM;

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- (IV) THE COLORADO PRESCHOOL PROGRAM;
- (V) THE FREE OR REDUCED-COST LUNCH PROGRAM;
- (VI) THE COLORADO CHILD CARE ASSISTANCE PROGRAM;
- (VII) THE CHILD AND ADULT CARE FOOD PROGRAM;
- (VIII) THE COLORADO WORKS PROGRAM;
- (IX) THE SPECIAL SUPPLEMENTAL FOOD PROGRAM FOR WOMEN, INFANTS, AND CHILDREN;
- (X) THE FOOD STAMP PROGRAM;
- (XI) EARLY CHILDHOOD COUNCIL PROGRAMS;
- (XII) THE LOW-INCOME ENERGY ASSISTANCE PROGRAM; AND
- (XIII) AFFORDABLE HOUSING PROGRAMS.

(b) UPON REQUEST BY THE CHIEF INFORMATION OFFICER, TO ADVISE THE CHIEF INFORMATION OFFICER ON OTHER ISSUES PERTAINING TO APPLICATIONS FOR PROGRAMS RELATED TO EARLY CHILDHOOD CARE AND EDUCATION.

(5) THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE SHALL ENSURE THAT ITS RECOMMENDATIONS CONFORM WITH THE INTERDEPARTMENTAL DATA PROTOCOL AND ARE IN COMPLIANCE WITH ALL STATE AND FEDERAL LAWS, RULES, AND REGULATIONS CONCERNING THE PRIVACY OF INFORMATION, INCLUDING BUT NOT LIMITED TO THE FEDERAL "FAMILY EDUCATIONAL RIGHTS AND PRIVACY ACT OF 1974", 20U.S.C. SEC. 1232g.

(6) ON OR BEFORE DECEMBER 1, 2010, AND AT LEAST EVERY SIX MONTHS THEREAFTER, THE EARLY CHILDHOOD UNIVERSAL APPLICATION SUBCOMMITTEE SHALL SUBMIT TO THE CHIEF INFORMATION OFFICER AND THE ADVISORY BOARD RECOMMENDATIONS PREPARED PURSUANT TO SUBSECTION (4) OF THIS SECTION. THE CHIEF INFORMATION OFFICER SHALL REVIEW THE RECOMMENDATIONS AND TAKE THEM INTO ACCOUNT IN

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PREPARING A REPORT CONCERNING PROTOCOLS AND PROCEDURES FOR CREATING AND IMPLEMENTING A UNIVERSAL APPLICATION TO BE USED BY ALL STATE AGENCIES AND SCHOOL DISTRICTS FOR APPLICATIONS FOR PROGRAMS RELATED TO EARLY CHILDHOOD CARE AND EDUCATION. THE CHIEF INFORMATION OFFICER SHALL COMBINE THE REPORT WITH THE REPORT PREPARED PURSUANT TO SECTION 24-37.5-703 (6) AND SUBMIT THE COMBINED REPORT TO THE GENERAL ASSEMBLY ON OR BEFORE MARCH 1, 2011, AND ON OR BEFORE MARCH 1 EACH YEAR THEREAFTER.

(7) THIS SECTION IS REPEALED, EFFECTIVE JULY 1, 2013.

SECTION 2. Safety clause. The general assembly hereby finds,
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determines, and declares that this act is necessary for the immediate preservation of the public peace, health, and safety.

Terrance D. Carroll Brandon C. Shaffer

SPEAKER OF THE HOUSE PRESIDENT OF
OF REPRESENTATIVES THE SENATE

Marilyn Eddins Karen Goldman
CHIEF CLERK OF THE HOUSE SECRETARY OF
OF REPRESENTATIVES THE SENATE
APPROVED _____

Bill Ritter, Jr.
GOVERNOR OF THE STATE OF COLORADO
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