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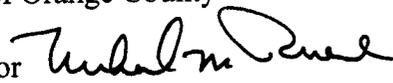
CLERK OF THE BOARD
ORANGE COUNTY
BOARD OF SUPERVISORS

Agenda Item No. 4
December 3, 2008 Meeting

DATE: November 24, 2008

TO: Children and Families Commission of Orange County

FROM: Michael M. Ruane, Executive Director



SUBJECT: Early Development Index (EDI)

SUMMARY:

It has been well established that the early experiences of children are critical to their health and development and to their later educational success. A challenge in gauging community needs and achievements has been that early development in and before kindergarten is neither measured or consistently measured across schools, school districts or communities. To assist in addressing this need, Commission staff reviewed validated tools being used by other communities that could assist Orange County to better understand how children are developing by the time they reach school age, and the services, supports and environments that influence children in their first five years of life. In March 2008, your Board approved a pilot of a selected tool, the Early Development Index (EDI). Today's action presents results of the EDI pilot and an initial approach to full implementation in Orange County.

BACKGROUND:

At the September 2007 meeting, the Commission received a presentation on the EDI and its potential application to Orange County. Based upon discussions at the meeting, input was solicited about how the EDI can best be implemented in local schools. In addition, the Bridgespan Group developed several recommendations to enhance the Commission's evaluation system. One recommendation related to measuring children's "Readiness to Learn" when children enter kindergarten. The Commission has invested in EDI as a potential instrument to measure "Readiness to Learn" at entry to kindergarten.

A plan to implement the EDI in Orange County was approved by the Commission in March 2008. The approved plan to implement EDI in Orange County (Attachment 1) included three phases:

- *Focus Group* – To assess teacher perceptions about the challenges and benefits of implementing EDI in Orange County.
- *Phase 1: Pilot* – To adapt the EDI for an American context and test the adapted version in a diverse community.
- *Phase 2: Expansion* – To expand the pilot to include additional communities, focus on engaging the community to use the results for local planning and to target resources on critical identified needs.

Phase 1, which was implemented at five elementary schools in the Newport Mesa Unified School District, has concluded and a final report has been developed by the UCLA Center for Healthier Children, Families and Communities (Attachment 2). The pilot demonstrated that high quality data on early development from multiple sites is feasible to collect and that teachers found the activity to be relatively easy and a valuable experience. The pilot resulted in the development of a process and a set of implementation materials to support future replication.

IMPLEMENTATION STRATEGY:

While the pilot demonstrated that the implementation of the EDI is feasible, and may be of great benefit to implementation of your Commission's outcome tracking objectives, we recommend a staged execution of the next phase for the following reasons:

1. We should have a formal commitment from the school districts interested in participating in the second phase of the effort before we proceed beyond the necessary planning and refinement activities.
2. We should develop and present a full implementation strategy for local implementation of the EDI considering linkages to the existing Local School Readiness Program Coordinators as well as other Commission sponsored developmental assessment efforts.

There has been considerable interest expressed in the EDI community assessment tool from other County Commissions. In addition, national foundations such as the W. K. Kellogg Foundation are interested in potential funding of the EDI implementation in conjunction with the emerging innovative network that was presented at your June Planning session.

The proposed recommended action would maintain momentum and external funding opportunities but limit execution of Phase II until your Commission has approved a full implementation strategy as well as a projection of associated funding requirements. This measured approach still satisfies implementation of the Bridgespan recommendations.

NEXT STEPS:

During the next several months, staff will work with the UCLA Center for Healthier Children, Families and Communities and local school districts to develop an implementation approach for Phase 2 of the project. Attachment 3 describes the scope, activities and timeline proposed for this proposed phase of the project. Newport Mesa Unified School District has expressed interest in continued participation. In addition, two school districts located in the Commission's targeted community of Anaheim have expressed interest and would be considered for the next phase of the project.

STRATEGIC PLAN & FISCAL SUMMARY:

The proposed project has been specifically reviewed in relation to the Commission's Strategic Plan and is consistent with the Ready to Learn goal, among others. This action has also been reviewed in relation to the Commission's outside strategic assessment report, and is consistent with maintaining a focus on directing more resources to support children's early learning needs, enhancing the evaluation system to emphasize improved outcomes for children, and investing in catalytic activities to attract additional resources and sustain growth. Funding for this item is within the Performance Outcome Measurement System category of the Commission's FY 08/09 budget.

PRIOR COMMISSION ACTIONS:

- March 2008 - Authorized funding for UCLA to implement Phase 1 of EDI.
- September 2007 - Received presentation on EDI and application to Orange County.
- April 2007 - Approved review of the feasibility / approach for implementing EDI locally.

RECOMMENDED ACTIONS:

1. Receive report, "The Early Development Index (EDI) A Population-Based Measure of Early Development for Young Children in Orange County: A Pilot Study in the Newport-Mesa Unified School" (Attachment 2).
2. Adopt resolution (Attachment 4) authorizing the Executive director or designee to prepare and negotiate an Amendment to Agreement PS-49 with the Regents of the University of California (University of California, Los Angeles, Center for Healthier Children, Families and Communities) to add funding in an amount not to exceed \$90,000 and a total Maximum Payment Obligation of \$298,000 and extend the term for five months through April 30, 2009 to implement Phase 2 of the Early Development Index.

ATTACHMENTS:

1. Plan to Implement the Early Development Index in Orange County
2. The Early Development Index (EDI) A Population-Based Measure of Early Development for Young Children in Orange County: A Pilot Study in the Newport-Mesa Unified School Report, Executive Summary
3. Early Development Index – Expanded Scope, Deliverables and Due Dates
4. Resolution to amend Agreement PS-49 with the Regents of the University of California (University of California, Los Angeles, Center for Healthier Children, Families and Communities) to implement Phase 2 of the Early Development Index.

Contact: Alyce Mastrianni

Plan to Implement the Early Development Index (EDI) in Orange County

Focus Group	Conducted focus group of kindergarten teachers to obtain understanding of the challenges and benefits of implementing the EDI pilot project. Although concerns were raised about time requirements, teachers recognized the benefits of EDI in promoting a comprehensive approach to development and school success for children in their classroom and the value to improve programs and services for children. Teachers also gave suggestions for how best to design the EDI pilot for Orange County.	November 2008
Phase 1: Pilot	<p>The EDI pilot was implemented at five elementary schools at Newport-Mesa Unified School District (N-MUSD). The goals in Phase 1 were to:</p> <ul style="list-style-type: none"> ▪ Develop a set of tools and processes to measure and geographically map EDI results and engage communities around using the results for action-based planning activities. ▪ Pilot test the adapted version of the EDI in a diverse community to better understand the logistical process of collecting-multi-site EDI data during the kindergarten year. ▪ Use the pilot to demonstrate the value of population-level data on early development to engage communities and mobilize assets on behalf of young children. ▪ Gain a better understanding of the challenges and benefits of implementing the EDI from the perspective of teachers, school administrators, and community members. 	April thru November 2008
Phase 2: Expansion	<p>Proposal to expand the pilot to include additional school district(s) such as those in Commission's targeted communities for investment, so that a uniform measure of early childhood development can begin to take hold in the county. Phase 2 scope would include the following additional activities:</p> <ul style="list-style-type: none"> ▪ <i>Implementation.</i> Adapt a train the trainer model for conducting EDI orientations, explore using a computer-based data entry system, implement next round of EDI in March 2009. ▪ <i>Mapping.</i> Create (or adapt existing) geographic shape files so that EDI data as well as other census and community data can be mapped within these boundaries. ▪ <i>Community Engagement.</i> Engage local communities in a systematic process of using EDI results for planning activities and implementation actions. ▪ <i>Analysis and Refinement.</i> Refine the current EDI tool based on feedback provided during Phase 1, and conduct analysis concerning the validity and reliability of the EDI data. 	2009



UCLA Center for
Healthier Children,
Families and Communities

The Early Development Index



*A Population-Based Measure of
Early Development for Young
Children in Orange County*

*A Pilot Study in the Newport-
Mesa Unified School District*



Children & Families
Commission of Orange County

*This project was made possible through funding and support from the
Children and Families Commission of Orange County*

November 2008

EXECUTIVE SUMMARY

Canadian researchers have spearheaded the effort to measure children's early outcomes by developing the Early Development Index (EDI): A Population-based Measure for Communities. The EDI utilizes an assessment filled out by kindergarten teachers on each child in their class in the spring of each school year. Information collected using the EDI is analyzed and mapped at a group level (e.g. for a census tract, neighborhood, city, etc) and used to engage communities in a process of data-driven decision-making to improve early childhood service systems. The EDI is unique in that it is a well-validated [1, 2], population-based developmental checklist that has been found to be easy to use by kindergarten teachers. It comprehensively assesses groups of children in five domain areas: Physical Health and Well-being; Social Competence; Emotional Maturity; Language and Cognitive Development; and Communication Skills and General Knowledge.

In the US, there is no uniform measure of early development for the population of children ages 5 to 7 years of age. The lack of a uniform measurement system for early development represents a missed opportunity to systematically assess early childhood service systems, population-based initiatives and policies that are in place to help children prepare for and succeed in school. As part of the Children & Families Commission of Orange County's broader system-building effort, it partnered with The UCLA Center for Healthier Children, Families and Communities to serve as the vanguard site to pilot test the first US version of the EDI. The goals of the pilot were to test the adapted version of the EDI in a diverse community to better understand the logistical process of collecting multi-site EDI data during the kindergarten year and to demonstrate the value of population-level data on early development to engage communities and mobilize assets on behalf of young children.

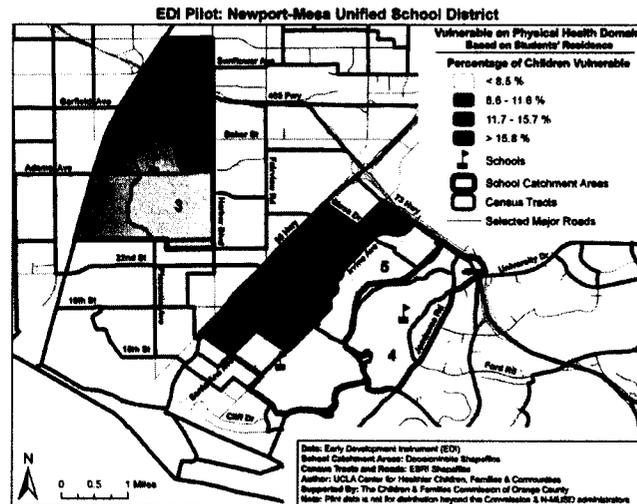
The pilot took place in the spring of 2008 in the Newport-Mesa Unified School District (N-MUSD) in Orange County, California. The school district sent an invitation letter to kindergarten teachers in each of its nineteen elementary schools and twenty-three teachers, representing five schools, volunteered to participate in the pilot. Of the total 427 EDI assessments received from the five participating schools, valid EDI data was obtained for 422 kindergarten students. Data was reported on the percentage of vulnerable children by developmental domain and by school catchment area. These data were presented in a series of tables and maps to illustrate how EDI data can be used to compare children's development:

- Across geographies to identify areas of greatest need.
- To socio-economic indicators, to help understand the reasons for observed outcomes.
- To community assets and service data to identify where there are gaps.
- Over time to see how changes in policies and place-based initiatives may be contributing to children's development.

Vulnerable Children in the N-MUSD EDI Pilot by Domain (N=422)

Domain	Number	Percentage
Physical Health and Well-being	49	12%
Social Competence	46	11%
Emotional Maturity	43	10%
Language and Cognitive Development*	46	11%
Communication Skills and General Knowledge	48	11%
Vulnerable on 1 or more scales	120	28%
Vulnerable on 2 or more scales	64	15%

The EDI maps revealed differences in developmental vulnerability across geographic areas and found that census data and school indicators overlaid by catchment area did appear to help explain the developmental outcomes observed. Though the pilot data are not yet valid at the community level and therefore should not be used for community level planning, these data are valid at the school level and can be used by school administrators as baseline data for planning school and educational initiatives.



This pilot demonstrated that high quality data on early development from multiple sites is feasible to collect and that teachers found the activity to be relatively easy and a valuable experience. As long as the project continues to be voluntary and compensate teachers for their time, teachers said that they would recommend this activity to their colleagues. The pilot also resulted in the development of a process and set of supporting materials to support future replications of the EDI implementation, and the lessons learned from the pilot will serve to improve the process in the future. Based on these findings, the N-MUSD EDI pilot has been very successful. Therefore, the overall recommendation is to move forward with expanding the pilot to additional sites in Orange County as well as other counties in California. Based on the lessons learned, the following specific recommendations are made for expansion of this pilot in Orange County in future years:

- Recruit schools based on target communities:** Future expansions of the pilot should be done in such a way as to reach the “population” of children in a given community so that the data can be valid at the community level and used for community planning purposes. Recruitment strategies should involve: 1) Identifying the community/ies in which the Commission would like to have EDI data; 2) Working with local planning group/s to define the geographic boundaries of the target community/ies and align those boundaries

with census tracts/blocks; and 3) Recruiting kindergarten classrooms from public, private and independent schools that are located in the target community/ies.

- **Continue teacher compensation:** Teachers should continue to be compensated for their time dedicated to EDI-related activities using either teacher release time or paid stipends to teachers for overtime (the option used in the N-MUSD pilot).
- **Transition to a train-the-trainer model:** We recommend that the school district identify teachers to serve as the first round of trainers for the in-person, one-hour EDI orientations for teachers participating in EDI pilots.
- **Implement next round in March 2009:** Given the timeframe still needed to recruit additional sites for a spring 2009 expansion of the EDI effort in Orange County, we recommend that the next round of EDI be implemented in March of 2009 and then starting in 2010, to begin a regular cycle of annual implementation in January and February.
- **Transition to web-based data entry:** For future implementations, districts might encourage the use of the web-based data entry system as this will be a more efficient mechanism to collect data, particularly as the pilot expands in future years.
- **Engage communities in EDI results:** Once target communities are identified for future pilots, UCLA can work with the Commission to facilitate a community engagement process that involves providing presentations on the EDI results.
- **Adopt refined version of EDI:** Based on an assessment of the quality of the EDI data from the pilot and on feedback from teachers and the study team, a set of refinements are made to the EDI checklist..
- **Support psychometric analysis:** Once data are combined from 2008 and 2009 pilots, UCLA proposes to conduct a number of important psychometric analyses concerning the validity and reliability of the EDI data.

This pilot represents an important first step in testing and developing a fully functioning early childhood development measurement, mapping, community engagement system that can be used countywide in Orange County and replicated in other sites statewide and nationally. A number of states and local communities around the country have expressed interest in joining a national multi-site replication of the EDI pilot in the spring of 2009 and 2010 and these sites are anxiously awaiting the results of the N-MUSD EDI Pilot to inform their efforts. It will be important for the Children & Families Commission of Orange County to continue to be in the vanguard of this effort and for Commission staff to actively participate on the national EDI advisory group to help disseminate key findings, lessons learned and recommendations for moving forward.

**Early Development Index - Expanded Scope
Deliverables and Due Dates**

Deliverable	Description of Deliverable and/or Related Activities	Estimated Completion Date
1. EDI Index- refined	Based on lessons learned from pilot, refine EDI index and obtain renewed license from Offord Centre	Dec 2008
2. Neighborhood geographies defined for EDI mapping and community engagement activities	In collaboration with the Commission: <ul style="list-style-type: none"> • Identify relevant neighborhood communities and constituencies (schools, business) in target areas for Spring 2009/2010 implementation • Convene coalitions to provide overview of EDI and process of defining neighborhood geographies • Provide templates to gather data on community characteristics, assets, etc and provide to UCLA for mapping purposes • Facilitate discussion on what type of data is most relevant o collect 	Dec 2008
3. School Board Packet/s - revised	Based on lessons learned from pilot, refine: <ul style="list-style-type: none"> • Memorandum of Understanding • Parent Informed consent letters • Teacher signed consent letters • Data collection protocols 	Dec 2008
4. EDI Teleform - revised	<ul style="list-style-type: none"> • Revise EDI Teleform to reflect most recent version of the EDI instrumen • Convert to pdf for printing • Scan completed paper-based EDI forms into Teleform 	Dec 2008
5. Teacher Training Packets - revised	<ul style="list-style-type: none"> • Based on learnings from pilot, refine teacher orientation/training materials • Provide School district/s with orientation/training packets 	Jan 2009
6. Obtain IRB approval	<ul style="list-style-type: none"> • Submit renewal/amendment application and obtain approval 	Jan 2009
7. Train the trainer sessions for teacher orientations	<ul style="list-style-type: none"> • Develop a train the trainer module for EDI teacher orientations. • Identify trainers from school districts who will conduct EDI teacher orientations/trainings • Conduct up to two train the trainer sessions per district for the trainers who will carryout the orientations for teachers. 	Feb 2009
8. Web-based data system development	<ul style="list-style-type: none"> • Develop national web-based EDI data entry system for use in spring 2010 (percent of total data system costs) 	March 2009
9. Teacher Focus Group	<ul style="list-style-type: none"> • Create two versions of teacher focus group guide <ul style="list-style-type: none"> ○ A refined version for teachers using the EDI for first time ○ A new version for teachers using the EDI for the second time • Conduct up to three focus Groups. Separate groups for first time vs second time EDI teacher participants. • Analyze focus group data • Draft the Teacher Focus Group Report 	April 2009
10. Implementation Plan	Support development of strategy for full implementation of Phase II in Orange County.	April 2009

CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY

RESOLUTION NO. ___-08-C&FC

December 3, 2008

A RESOLUTION OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY DIRECTING THE EXECUTIVE DIRECTOR TO PREPARE AND NEGOTIATE A FIRST AMENDMENT TO AGREEMENT PS-49 WITH REGENTS OF THE UNIVERSITY OF CALIFORNIA (University of California, Los Angeles, Center for Healthier Children, Families and Communities), TO PROVIDE SERVICES RELATED TO IMPLEMENTING PHASE 2 OF THE EARLY DEVELOPMENT INDEX PROJECT; AND, AUTHORIZING APPROVAL AND EXECUTION OF SUCH AMENDMENT TO AGREEMENT ON BEHALF OF THE COMMISSION

WHEREAS, in order to facilitate the creation and implementation of an integrated, comprehensive, and collaborative system of information and services to enhance optimal early childhood development, the legislature adopted legislation set forth in the California Children and Families Act of 1998, Health and Safety Code Section 130100, *et seq.* (as amended, the "Act") implementing the Children and Families First Initiative passed by the California electorate in November, 1998 and establishing the California Children and Families Commission and County Children and Families Commissions, including this Children and Families Commission of Orange County ("Commission"); and

WHEREAS, Commission adopted its Strategic Plan to define how funds authorized under the Act and allocated to the Commission should best be used to meet the critical needs of Orange County's children prenatal to five years of age as codified in the Act; and

WHEREAS, the Executive Director and Commission Counsel have prepared a standard Master Agreement for Consultant/Professional Services ("Master Agreement"), which was approved by the Commission; and

WHEREAS, On March 5, 2008, Commission authorized Agreement PS-49 with Regents of the University of California (University of California, Los Angeles, Center for Healthier Children, Families and Communities), in the amount of \$208,000 for the term December 1, 2007 through November 30, 2008; and

WHEREAS, the Commission desires to enter into a First Amendment to Agreement PS-49 with Regents of the University of California (University of California, Los Angeles, Center for Healthier Children, Families and Communities), referred to as the "Professional" in Agreement PS-49 to extend the term of the Agreement through April 30, 2009 and add an amount not to exceed \$90,000 and a total maximum obligation not to exceed \$298,000 to provide services as described in the December 3, 2008 staff report for this Agenda Item; and

WHEREAS, Professional desires to enter into the First Amendment to the Agreement in furtherance of the purposes of the Act and the Strategic Plan on the terms and conditions set forth in the applicable First Amendment to Agreement; and

WHEREAS, Commission has reviewed the staff report for the December 3, 2008 Commission meeting relating to services to be provided and hereby finds and determines that the proposed First Amendment to Agreement PS-49 is in furtherance of and consistent with the Commission's Strategic Plan; and

WHEREAS, Commission desires to authorize the Commission Chair and Commission Clerk to execute the First Amendment to Agreement PS-49 with Professional, to extend the term of the Agreement through April 30, 2009 and add an amount not to exceed \$90,000 and a total maximum obligation not to exceed \$298,000 to provide services as described in the December 3, 2008 staff report for this Agenda Item; and

NOW, THEREFORE BE IT RESOLVED BY THE COMMISSIONERS OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY AS FOLLOWS:

Section 1 Commission finds and determines the foregoing Recitals are true and correct and are a substantive part of this Resolution.

Section 2 Commission authorizes the Executive Director, or designee, to prepare and negotiate the terms, conditions and final form of a First Amendment to Agreement PS-49 with the Professional, to extend the term of the Agreement through April 30, 2009 and add an amount not to exceed \$90,000 and a total maximum obligation not to exceed \$298,000, to provide services related to implementing phase 2 of the Early Development Index as described in the December 3, 2008 staff report for this Agenda item and scope of services referenced therein; and

Section 3 The approval by the Executive Director or designee of the final First Amendment to Agreement PS-49 shall be conclusively evidenced by the execution of such First Amendment to Agreement PS-49 by the Commission Chair and delivery thereof to the Commission Clerk.

Section 4 Commission hereby approves the First Amendment to Agreement PS-49 with the Professional, to extend the term of the Agreement through April 30, 2009 and add an amount not to exceed \$90,000 and a total maximum obligation not to exceed \$298,000, to implement phase 2 of the Early Development Index project as described in the December 3, 2008 staff report for this Agenda Item.

Section 5 The Commission Chair and the Clerk of the Commission are hereby authorized to execute and attest, respectively, the First Amendment to Agreement PS-49 on behalf of the Commission.

Section 6 A copy of the final First Amendment to Agreement PS-49 when executed by the Commission Chair and attested by the Clerk of the Commission shall be appended hereto as a part of Exhibit A to this Resolution. Exhibit A is hereby fully incorporated as a part of this Resolution by this reference and made a part hereof. The final executed First Amendment to Agreement shall be placed on file in the office of the Clerk of the Commission.

Section 7 In addition to the authorization of Section 2 above, the Executive Director, or designee, is hereby authorized, on behalf of the Commission, (i) to sign all documents necessary and appropriate to carry out and implement the Amendment to Agreement(s), (ii) to cause the issuance of warrants, (iii) to administer the Commission's obligations, responsibilities, and duties to be performed under such agreement(s), and (iv) during the term thereof to provide waivers, administrative interpretations, and minor modifications of the provisions of such agreement(s) in the furtherance thereof.

Section 8 The Clerk of the Commission shall certify to the adoption of this Resolution.

The foregoing resolution was passed and adopted by the following vote of the Children and Families Commission of Orange County on December 3, 2008 to wit:

AYES Commissioners: _____

NOES: Commissioner(s): _____

EXCUSED: Commissioner(s): _____

ABSTAINED: Commissioner(s) _____

CHAIR

STATE OF CALIFORNIA)
)
COUNTY OF ORANGE)

I, DARLENE J. BLOOM, Clerk of the Commission of Orange County, California, hereby certify that a copy of this document has been delivered to the Chair of the Commission and that the above and foregoing Resolution was duly and regularly adopted by the Children and Families Commission of Orange County.

IN WITNESS WHEREOF, I have hereto set my hand and seal.

DARLENE J. BLOOM
Clerk of the Commission, Children and Families Commission of
Orange County, County of Orange, State of California

Resolution No: __-08-C&FC

Agenda Date: December 3, 2008

Item No. __



I certify that the foregoing is a true and correct copy of the Resolution adopted by the

DARLENE J. BLOOM, Clerk of the Commission

By: _____
Deputy

EXHIBIT A TO RESOLUTION OF COMMISSION

(Attach copy(ies) of final executed First Amendment to Agreement PS-49)