

Date of Hearing: April 28, 2021

ASSEMBLY COMMITTEE ON EDUCATION
Patrick O'Donnell, Chair
AB 568 (Robert Rivas) – As Amended April, 19, 2021

[Note: This bill is double referred to the Assembly Human Services Committee and was heard by that Committee as it relates to issues under its jurisdiction.]

SUBJECT: Early learning and care

SUMMARY: Requires the Department of Social Services (DSS) to develop and maintain an Early Learning and Care Dashboard to provide publicly available data on California's early learning and care programs, and establishes a grant program, subject to the availability of funds for this purpose, an anti-bias training program for childcare providers. Specifically, **this bill:**

- 1) Adds the number of requests for care by age of the child, race and ethnicity of the child, hours of care needed by race and ethnicity of the child, and facility type requested by race and ethnicity of the child to the list of documentation of requests for service tabulated through the internal referral process required to be maintained by childcare resource and referral (R&R) programs.
- 2) Requires the DSS, in conjunction with the California Department of Education (CDE), and in consultation with the Cradle-to-Career Data System Workgroup, by January 1, 2024, to develop and maintain the Early Learning and Care Dashboard (Dashboard), a web-based system for publicly reporting data regarding specified early learning and care programs. Further requires the Dashboard to report all of the following information at a statewide and countywide level:
 - a) Enrollment by race, ethnicity, and age in each type of early learning or childcare program;
 - b) The number of requests for early learning and childcare by age, and race and ethnicity;
 - c) The time category of care requested, by race and ethnicity of the child;
 - d) The type of early learning or childcare facility preferred, if stated, by race and ethnicity;
 - e) The total number of health and safety complaints, by early learning or childcare facility type;
 - f) The total number of complaints related to discrimination or exclusion, by race and age of the child, and by early learning or childcare facility type;
 - g) The number of active child daycare licenses by facility type, capacity, ages served, and ZIP Code;
 - h) The number of active child development permits, at each level, as reported by the Commission on Teacher Credentialing (CTC);

- i) The total number of children with an individualized education program (IEP) or individualized family service (IFSP) plan, by race and ethnicity;
 - j) The total number of children with an IEP or IFSP who were enrolled in the CSPP and who were suspended or expelled, by race and ethnicity; and,
 - k) The total number of children enrolled in an early learning and care programs that were suspended or expelled, by race and ethnicity, subject to the enactment of AB 1361 (Rubio) of this Session, which requires collection of information on suspension and expulsion.
- 3) Requires the Cradle-to-Career Data System Workgroup, no later than January 1, 2025, to make recommendations for additions or modifications to the Dashboard to ensure that it aligns with the Cradle-to-Career Data System.
 - 4) Requires, no later than January 1, 2024, a stakeholder group convened by the DSS to make recommendations to the Legislature and DSS regarding the type and extent of training on implicit bias and racism that should be provided to holders of the child development permit. Further, requires the stakeholder group to provide a cost estimate for this training, and identify existing local institutions, including R&R programs, local childcare planning councils (LPCs), and county offices of education (COEs), that could be used to provide training. Further, requires the stakeholder group to provide recommendations on how to prioritize funding for training based on the Dashboard data.
 - 5) Requires the DSS, in conjunction with the CDE, to establish the anti-bias education grant program to enable selected regional leads to offer training, coaching, and professional development to early learning and childcare staff, including those who provide care at licensed and unlicensed facilities.
 - 6) Requires the DSS to identify between 6-12 diverse regions within the state and to administer a competitive grant process to select an anti-bias education regional lead for each region.
 - 7) Requires that an entity selected as a regional lead be a R&R agency, an alternative payment program (APP), or a local educational agency (LEA).
 - 8) Requires an entity to include all of the following in an application to be a regional lead:
 - a) A description of the implementation of a meaningful and consistent anti-bias education framework that includes training, coaching, and professional development offerings designed to further participants' understanding, identification, and prevention of the harmful emotional and psychological impacts on children from societal prejudice and bias;
 - b) Identification of the anti-bias education module or framework that the entity will use in the creation of training, coaching, and professional development offerings;
 - c) A description of the allocation of resources to ensure that participants receive meaningful anti-bias education that is sustained, consistent, and progressively builds upon participants' understanding; and

- d) A description of the actions to be taken to ensure that trainings, coaching, and professional development offerings are advertised and accessible to all early learning and childcare providers, including license-exempt family, friend, and neighbor providers.
- 9) Requires the DSS, in selecting anti-bias regional leads, to give preference to entities demonstrating any of the following:
- a) A history of providing anti-bias, implicit bias, or anti-racism training to early learning and care providers, parents, teachers, or its own staff;
 - b) A history of providing training that is culturally competent and accessible to diverse communities, including those that speak a language other than English;
 - c) Experience in providing assistance, training, or established relationships with networks or bargaining units that represent early learning and childcare providers;
 - d) The staff capacity, or a clear plan to hire or contract to establish the capacity, to provide anti-bias education to early learning and care providers located in multiple counties;
 - e) The adoption of a targeted universalism or whole child approach to meeting the needs of children or a history of providing staff and family training on trauma-informed care, offering health, mental health, and nutritional supports, and including parents, guardians, and families in creating a welcoming safe, and liberating environment that embraces all children's cultural, racial, and linguistic strengths;
 - f) Is applying in coordination with one or more other organizations, including a local First 5 commission, LPC, COE, R&R agency, or APP; and
 - g) Is an equity-focused organization and has staff with expertise or lived experience as a member of a community that has been historically underserved or impacted by the effects of sexism, racism, or systemic poverty.
- 10) Requires the regional lead selected by the DSS to offer anti-bias education to early learning and care providers located in all counties in the region, and ensure that providers from all counties in the region can access the training and professional development by offering the training and professional development in various locations throughout the region and by providing accessible virtual options.
- 11) Requires the DSS, in conjunction with the CDE, to convene the anti-bias education regional leads at regular intervals during the grant program to coordinate activities and share resources, modules, and best practices.
- 12) Requires that funding be allocated to each anti-bias educational regional lead based on the number of children in the region and further requires that no regional lead receive less than \$250,000.
- 13) Provides that funding for the anti-bias training program be contingent upon the enactment of an appropriation for its purposes in the Budget Act or another statute.
- 14) Makes other technical changes.

EXISTING LAW:

- 1) Establishes the “Child Care and Development Services Act” to provide child care and development services as part of a coordinated, comprehensive, and cost-effective system serving children from birth to 13 years old and their parents including a full range of supervision, health, and support services through full- and part-time programs. (Education Code (EC) 8200 et seq.)
- 2) Defines “child care and development services” to mean services designed to meet a wide variety of children’s and families’ needs while parents and guardians are working, in training, seeking employment, incapacitated, or in need of respite and states that these services may include direct care supervision, instructional activities, R&R programs, and AP arrangements. (EC 8208 (j))
- 3) Requires families to meet certain criteria in order to be eligible for federal and state subsidized child development services, including that a family must be either a current aid recipient, income eligible, homeless, or one whose children are recipients of protective services or have been identified as being abused, or neglected, as specified. (EC 8263)
- 4) Requires the State Superintendent of Public Instruction (SPI) to administer the California State Preschool Program (CSPP) providing part-day age- and developmentally appropriate programs designed to facilitate the transition to kindergarten for three- and four-year-old children in educational development, health services, social services, nutritional services, parent education and parent participation, evaluation, and staff development. (EC 8235)
- 5) Transfers, effective July 1, 2021, the responsibility for specified programs, responsibilities, services, and systems from the CDE and the SPI to the DSS, including, but not limited to:
 - a) APPs;
 - b) Migrant alternative payment programs;
 - c) California Work Opportunity and Responsibility to Kids (CalWORKs) Stage 2 and Stage 3 childcare;
 - d) General childcare and development programs;
 - e) Migrant childcare and development programs; and,
 - f) Childcare and development services for children with severe disabilities. (Welfare and Institutions Code Section (WIC) 10203)
- 6) Requires the DSS, by March 31, 2021, to submit to the appropriate budget and policy committees of the Legislature, the Department of Finance (DOF), and the Early Childhood Policy Council (ECPC), a plan that describes how the department will achieve the transfer of responsibilities specifying, amongst other things, how a cradle-to-career, interagency data system will provide improved state-level reporting, support the goals of the Master Plan for Early Learning and Care, and support the achievement of parents making an informed childcare choice that best meets their child’s and family’s needs. (Welfare & Institutions Code (WIC) 10205)

- 7) Prohibits, in federal regulations, a Head Start program from expelling or un-enrolling a child from Head Start based on the child's behavior and requires a program to prohibit or severely limit the use of suspension due to a child's behavior, as specified. (45 CFR §1302.17)
- 8) Establishes the Cradle-to-Career Data System Workgroup to assess and recommend data system structural components, processes, and options for expansion and enhancement of data system functionality, to be outlined in specified reports; and, advise ongoing efforts to develop, administer, and enhance the data system. (EC 10853)
- 9) Appropriates funds annually for allocation to childcare and development R&R agencies operated by public or private nonprofit entities. Specifies that R&R programs serve a defined geographic area and must provide the following services:
 - a) Identification of the full range of existing childcare services and the development, maintenance, and quarterly updating of a resource file, including information by type of program, hours of service, ages of children served, fees and eligibility for services, and significant program information;
 - b) A referral process which responds to parental need for information, makes referrals to childcare facilities, and conducts outreach to parents through a toll-free line, conveniently located office space, referrals in languages spoken in the community, and publicizing of services through all available media sources or other methods;
 - c) Maintenance of ongoing documentation of requests for service through the internal referral process including the number of calls and contacts to the childcare information and referral program or component, ages of children served, time category of childcare request for each child, and reason that childcare is needed;
 - d) Provision of technical assistance to existing and potential providers of all types of childcare services; and
 - e) Provision of a childcare navigator to support children in foster care. (EC 8210 - 8212)
- 10) Requires R&R programs to maintain ongoing documentation of requests for service through the internal referral process, including:
 - a) Number of calls and contacts to the referral program;
 - b) Ages of children served;
 - c) Time category of childcare request for each child;
 - d) Special time category, such as nights, weekends, and swing shifts; and
 - e) Reason that childcare is needed. (EC 8212)
- 11) Requires, as a condition of receiving federal Child Care and Development Funds (CCDF), California to maintain a consumer education website with provider-specific information, including, if available, quality information through a Quality Rating and Improvement

System (QRIS) or other transparent system of quality indicators. Also requires the inclusion of the following information:

- a) Provider-specific reports and results from childcare monitoring inspections in a consumer-friendly and easily accessible format;
- b) Provider-specific consumer education statement that includes a summary of the State's health and safety and licensing policies; and
- c) Annual number of deaths, serious injuries, and instances of substantiated child abuse that occurred in all CCDF-eligible childcare settings.

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. According to the author, "Quality data on early learning and care (ELC) programs in California are often scattered, difficult to aggregate, and effectively inaccessible to policymakers. From the little data that are available, we know that Black and Latino children face disproportionate exclusion from high-quality ELC programs. This troubling fact indicates that there are equity gaps in our state's ELC programs, but we cannot begin to address those disparities if we do not have comprehensive and accessible data. AB 568 will establish a statewide data dashboard that centralizes data on access to, exclusion from, and locations of ELC programs. Doing so will provide policymakers with the tools to pinpoint and address the root causes that promulgate the racial gaps in our state's ELC programs. All children, regardless of racial or ethnic background, should have equal access to high-quality early learning and care."

California has an extensive and complex early learning and care system. California's subsidized child care system is designed to provide assistance to parents and guardians who are working, in training, seeking employment, incapacitated, or in need of respite. This childcare is available through a number of programs. Parents participating in CalWORKs, as well as families transitioning from and no longer receiving CalWORKs aid, can be eligible for childcare, which is offered in three "stages." The DSS administers Stage 1, and the CDE administers Stages 2 and 3. CDE also administers non-CalWORKs childcare. The largest programs are: General Child Care, which includes contracted centers and family childcare homes; the CSPP, which provides developmentally, culturally, and linguistically appropriate curriculum to eligible three- and four-year olds; and, APPs, which provide vouchers that can be used to obtain childcare in a center, family childcare home, or from a license-exempt provider.

Certain eligibility and prioritization rules apply to subsidized childcare in California. Families are eligible for non-CalWORKs subsidized childcare if they meet at least one requirement in each of two areas: eligibility and need. First, they must meet one of the eligibility criteria, which are currently receiving aid, being income-eligible, being homeless, or having children who are recipients of protective services or who have been identified as being, or at risk of being, abused, neglected, or exploited. Secondly, the family must meet one of the "need" requirements which are either the child has to have been identified by a legal, medical, or social services agency or emergency shelter as being a recipient of protective services or being (or at risk of being) abused, neglected or exploited, or the parents need to be employed or seeking employment, engaged in vocational training, seeking permanent housing for family stability, or incapacitated.

In Fiscal Year 2020-21, there are over 400,000 subsidized childcare slots in California including:

- 178,000 in CalWORKs Stages 1, 2, and 3;
- 75,000 in APPs;
- 32,000 in General Child Care; and
- 143,000 in part-day and full-day CSPP.

Data is not readily available regarding the race and ethnicity of children enrolled in California's subsidized early learning and care programs.

Access and affordability concerns. According to *Getting Down to Facts II: Early Childhood Education in California* (Policy Analysis for California Education [PACE], 2018), the average annual cost of childcare for infants from birth through two years was \$8,462 for family child care and \$13,327 for care in a childcare center. California is one of the ten least affordable states for infant care, costing an average of 51% of the median income of a single parent and 15% of the median income of two parents.

Only 12% of California's infants and toddlers attend a licensed program: 4% of infants and toddlers are in licensed childcare centers, and 8% are in licensed family child care homes, likely due to the high cost of care. There are large disparities in access to licensed care across counties. In Fresno County 9% of infants and toddlers are enrolled in licensed care, while in San Francisco 19% are enrolled.

An estimated 69% of eligible 4-year olds are currently being served in pre-K programs. A research report *Understanding California's Early Care and Education System* (Learning Policy Institute [LPI], 2017), estimates that 69% of eligible 4-year-olds, and 38% of 3-year-olds statewide are enrolled in an early care and education program in California. These figures vary significantly from one county to another.

It is difficult to obtain an accurate count of the number of children served for a number of reasons. Children enter and leave programs throughout the year, and due to a lack of a unique child identifier these children may be counted multiple times. Many children receive service from multiple programs simultaneously for different parts of the day and thus may again be counted more than once. In addition, due to a lack of a statewide eligibility database, it is difficult to identify the total number of children and families eligible for care or the number of children and families currently waiting for care. Finally, much of the data collected is linked to licensure, and so for the children served in license-exempt settings (as is the case for many infants and toddlers), we have little or no data.

COVID-19 has had severe impacts on California's early childhood system. Prior to the disruptions caused by COVID-19, more than 1.2 million children in California were enrolled in early learning and care programs across the state. As of June 2020, more than one-third of early learning and care programs were closed for in-person care and those that were open were operating at reduced enrollment. Program closures and restrictions on group sizes due to the pandemic have displaced large numbers of children. Based on survey data, nearly 8 of 10 children (78%) enrolled in licensed early learning programs prior to COVID-19 were no longer

receiving care in those programs, as of June or July 2020 (American Institute for Research [AIR] 2021).

According to data from the R&R Network, the number of family child care home licenses dropped 14% from January 2020 to January 2021, representing a loss of 3,635 facilities. The number of childcare center licenses dropped 33% during the same period, representing a loss of 4,873 centers. Although some of these facilities may reopen post-pandemic, it is clear that there has been a severe impact on the availability of childcare in California.

Programs wishing to reopen have faced significant barriers to doing so. Providers have identified critical needs for their programs, including funding for basic operating expenses like staff salaries and supplies, protections for their health and the health of their staff and families, and guidance on how to follow new regulations and protocols.

Assembly Blue Ribbon Commission (BRC) recommends a strong focus on equity. The BRC was established with the intent to “plan an early learning system that works for and meets the needs of children, families, and providers.” The BRC, consisting of members appointed from the Assembly and stakeholders, began its work in early 2017, holding quarterly hearings and establishing subcommittees. Quarterly hearings and subcommittee meetings continued during 2018, and work was done to develop BRC recommendations.

The April 2019 BRC final report notes that “California has the unique opportunity to build on the strengths stemming from its diverse families and children while committing to providing opportunity for all children and families through equity-based strategies and policies. First, we must adopt a clear and measurable working definition of equity and a process to meet universal goals while prioritizing investments for children and families, and communities most at risk. This includes developing equity indices statewide and for each county.” The BRC recommends:

- Aligning programs and practices with equity principles using an equity lens when viewing current programs and recommendations;
- Using a targeted universalism process to develop a ten-year plan to meet universal goals by first, targeting the most excluded and evaluating and adjusting policies and investments;
- Ensuring investments are equitable based on actual demographic trends not historical funding;
- Engaging and building power among parents and ensure governance includes robust participation of parents and providers including the groups and places targeted; and
- Investing in outreach to the vulnerable populations, their organizations, and the agencies that partner with and serve them since these populations are often isolated and difficult to reach.

The Master Plan for Early Learning and Care also focuses on the importance of equity. The 2019-20 Budget appropriated \$5 million for a “long-term strategic plan to provide a roadmap to comprehensive, quality, and affordable childcare and preschool for children from birth through age twelve, with particular focus on early childhood.” The *Master Plan for Early Learning and Care* (Master Plan) was released in December, 2020.

The Master Plan, building on the work of the BRC and other efforts, emphasizes the need for the equitable treatment of all children and the need to eliminate bias through practices and training. The report notes that 75% of California's young children are nonwhite, 60% of whom speak a home language other than English, and 13% of whom receive special education supports, but caregivers often lack the support they need to provide these children with culturally relevant experiences in both English and the child's home language.

The Master Plan further notes, "It is vital that our early learning and care environments proactively include and serve the diverse children and families of this state while not excluding any children, through inequitable disciplinary practices that punish children experiencing poverty – especially Black boys—at disproportionate rates. While California has made significant strides by adopting legislation prohibiting publicly supported preschool programs from expelling or disenrolling a child due to behavior, there is a need for greater accountability, as well as training for the workforce in bias prevention, mental health, and positive behavior supports."

Research highlights the negative impacts of suspension and expulsion: While evidence of the disproportionate suspension and expulsion of school-age students of color has been documented and analyzed for some time, more recently, similar concerning trends have been observed in preschool and early learning populations. Preschoolers are expelled at three times the rate of K-12 students and boys and children of color are disproportionately affected. Black children make up 19% of preschool enrollment nationally but account for 47% of suspended preschoolers and three-quarters of expelled preschoolers are boys. (U.S. Department of Education's Office of Civil Rights)

Suspensions and expulsions can have significantly negative, lasting impacts on children. In 2015, the U.S. Departments of Health and Human Services and Education released a Policy Statement on Expulsion and Suspension Policies in Early Childhood Settings, which stated:

Suspension and expulsion can influence a number of adverse outcomes across development, health, and education. Young students who are expelled or suspended are as much as 10 times more likely to drop out of high school, experience academic failure and grade retention, hold negative school attitudes, and face incarceration than those who are not. While much of this research has focused on expulsion and suspension in elementary, middle, and high school settings, there is evidence that expulsion or suspension early in a child's education is associated with expulsion or suspension in later school grades.

The policy statement goes on to acknowledge that, not only do suspensions and expulsions hold the potential to negatively impact social-emotional and behavioral development, but they also pull children out of the very settings that could benefit them the most: early learning environments. Not only do suspended and expelled children then miss out on the benefits they could gain in those environments, but education professionals lose access to those children and thus, the opportunity to identify the underlying sources of their behavior and the ability to help those children address those underlying issues. Additionally, suspension and expulsion can add to family stresses and burdens. The policy statement contends that:

In many cases, families of children who are expelled do not receive assistance in identifying an alternative placement, leaving the burden of finding another program entirely to the family. There may be challenges accessing another program, particularly an affordable high-

quality program. Even in cases where assistance is offered, often there is a lapse in service which leaves families, especially working families, in difficult situations.

California currently prohibits expulsions from CSPP. As of 2018, CSPP programs are prohibited from expelling or unenrolling a child because of the child's behavior, other than under very specific circumstances. Operators of CSPP programs must pursue and document steps taken in response to a child's persistent and serious challenging behaviors, including consulting with the child's parents, teacher, and if the child has an IEP or IFSP, with the appropriate agency.

Federal law requires the State to maintain data on the expulsions of students with IEPs or IFSPs from specified early learning and care settings. According to CDE, in 2019-20 there were no reported expulsions from CSPPs for children with IEPs or IFSPs. However, this does not include other exclusionary practices, such as advising a parent that the program is not a good fit for the child.

California lacks an integrated data system for the ECE system. At the present time there is no single data system that maintains data on the State's myriad childcare and development programs. Both the CDE and the DSS maintain various information systems to track program enrollment, funding levels, licensure status, and notices of licensing violations, among other elements. In addition, LPCs and R&Rs at the county level are required to maintain specified elements of data relating to childcare and development programs.

In its application for a federal Preschool Development Grant Renewal Grant, the California Health and Human Services Agency (CHHS) notes that California lacks a comprehensive early childhood data system. California's main data system for subsidized early learning and care (ELC), the CDE's CMIS collects certain data but lacks a unique identifier for children, providers, and settings. CHHS notes that data collection is siloed at the state level or left to local communities, making it impossible to accurately determine the qualifications and characteristics of the ELC workforce, where children receive care, and how many children attend each type of program or are enrolled in more than one program.

California is taking action to update the state's data infrastructure to provide information about the children, families, and teachers with the development of a Cradle-to-Career Data System (see discussion in later section).

Federal government funding requires a consumer education database. In 2014, the federal government reauthorized the Child Care and Development Block Grant (CCDBG) with a number of significant requirements for state agencies receiving funding. In order to be eligible for funding through the program, the CDE as the lead state agency, was required to submit a three-year Child Care and Development Fund (CCDF) plan detailing how the state was meeting, or intended to meet, the specified requirements.

One of the requirements relates to consumer education and is intended to help parents make informed consumer choices and access information to support child development. Under these provisions, states are required to:

- Disseminate information to parents, providers, and the general public on child care services and other assistance programs;

- Provide parents applying for child care assistance with information about developmental screenings to identify any delays or disabilities;
- Describe the state’s policies relating to suspension and expulsion in early childhood settings;
- Maintain a consumer education website with provider-specific information, including quality information;
- Post provider-specific reports and results from child care monitoring inspections in a consumer-friendly and easily accessible format;
- Provide CCDF families with a provider-specific consumer education statement that includes a summary of the state’s health and safety and licensing policies; and
- Post the annual number of deaths, serious injuries, and instances of substantiated child abuse that occurred in all CCDF-eligible child care settings.

In California’s CCDF state plan, information is provided on the degree to which California meets these requirements or the plans to meet the requirements, which include the following:

- Information about the availability of child care services is provided through the 71 Child Care R&R agencies that the CDE contracts with to help families find childcare and to support childcare providers. The R&Rs operate a statewide toll-free line and provide online access to connect parents with their local R&R;
- County welfare departments connect eligible families to a range of support services including subsidized childcare as well as other services including health care, food programs, housing programs and energy assistance;
- The DSS’s Community Care Licensing program maintains websites that display data on childcare facilities, including compliance with licensing and health and safety requirements, complaints received, and other data for families searching for care as well as for providers, and also maintains a statewide hotline for reporting complaints and licensing related inquiries; and
- Information on quality ratings of California childcare agencies participating in the QRIS system is available on individual county QRIS websites.

The Budget Act of 2015 appropriated \$300,000 in one-time federal CCDF funds to permit the CDE to contract with the R&R Network to support data collection efficiencies, which has resulted in the creation of the My Child Care Plan website (www.mychildCareplan.org), an online portal for parents to access child care information and referral tools online.

Master Plan calls for the creation of an integrated data system. The Master Plan notes that early learning and care services are administered by multiple agencies and there is a lack of coordination of services and data sharing. The report calls for support of statewide data integration through a new early childhood integrated data system to “promote timely data-driven policies, practices, and resource allocation to support better outcomes for children and families inclusive of all races, ethnicities, incomes, languages spoken, and communities.” It is further

noted that the integration of an early learning and care data system into the Cradle-to-Career statewide longitudinal data system would inform key state actions such as policy-making, program funding, eligibility and enrollment of families, registration, and tracking of workforce competencies.

The report also recommends the use of data to advance equity by increasing transparency and accountability through the design of dashboards and reports for use by state leaders and the public. They suggest that population-based data will validate child-focused data that affects outcomes, such as access to early learning and care, inclusion, and suspension rates.

The Cradle-to-Career Data System Act of 2019. The Budget Act of 2019 established the California Cradle-to-Career Data System Act which set out requirements for the development of a statewide data infrastructure. The Act requires that this data system ensure that educational, workforce, financial aid, and social service information is fully leveraged to address disparities in opportunities and improve outcomes for all students from cradle-to-career. The 2019 Budget Act appropriated \$10 million to the Office of Planning and Research for initial work related to developing an integrated education data system.

Over the course of 2020, the Governor's Office, with support from WestEd, led a process to design the first phase of the California Cradle-to-Career Data System. Stakeholders helped to develop a blueprint for the data system. The proposed data system is imagined as a neutral source of high-quality information, allowing the public open access to analytical tools, including dashboards, a query builder, summaries of key student and employment outcomes, and a research library. Researchers could request access to restricted data for authorized purposes. Students and their families could use a suite of operational tools that support college and career planning, college-eligibility monitoring, electronic transcripts, and access to financial aid and other services.

A Legislative Report was provided in December 2020, and outlined the workgroup's recommendation for the state to fund three data projects: an integrated education data system that links records from various state agencies, including the CDE, the higher education segments, the CTC, EDD, and CDSS; an expansion of CCGI to school districts throughout the state; and an upgrade to eTranscript California to include specific skills students acquired through competency-based education or other forms of nontraditional learning. The report included the following proposed implementation phases: 1) focus on linking early learning and care, K-12, postsecondary, employment, and financial aid data, and 2) expand information on workforce training programs, health and social services. The proposal for phase one includes a recommended five-year process, in which the inclusion of early learning and care data would be incorporated in year four. A second report including additional implementation specifications, including an estimate of ongoing costs for the data system is due by June 30, 2021.

This bill proposes to establish a public-facing data dashboard for ELC data prior to the inclusion of this information in the broader Cradle-to-Career data system.

Recommended committee amendments. Committee staff recommend that the bill be amended as follows:

- 1) Require that any data reported on the dashboard be subject to all applicable federal and state privacy protections.

- 2) Authorize rather than require the Cradle-to-Career Data System Workgroup to make recommendations for additions or modifications to the Dashboard to ensure that it aligns with the Cradle-to-Career Data System.
- 3) Specify that the establishment of this data dashboard at the DSS does not limit the ability of the CDE to maintain and report data on programs under its jurisdiction, including the CSPP.
- 4) Delete the requirement for CDE to establish a stakeholder group regarding the type and extent of training on implicit bias and racism to be provided to early learning and care providers, to correct a drafting error.
- 5) Require that an entity selected to serve as a regional lead to offer anti-bias training, be an organization in good financial standing.
- 6) Require that an entity selected to serve as a regional lead demonstrate the ability to differentiate the training to meet the needs of programs serving infants and toddlers, from those serving preschool-aged children.
- 7) Other technical and clarifying amendments

Arguments in support. The Advancement Project, among other supporting organizations, states:

California collects hundreds of data points about children enrolled in subsidized ELC programs and the providers that serve them. This data is spread over dozens of county, state, and privately-owned software systems, but little of it is summarized in a way that helps policy makers, education leaders, or local officials understand whether their investments are closing opportunity gaps or reaching intended recipients equitably. Despite being from the same socio-economic group as their peers, Black children are significantly over-enrolled in the lowest quality childcare settings that lack health and safety standards and under-enrolled in programs that prepare children for future academic success.

Enactment of AB 568 would ensure this kind of data is annually summarized and publicly available in a format that will help state and local policy makers and education leaders identify barriers and create targeted policies to address systemic inequities and plan for the expansion of services and programs in the communities that need it the most. Knowledge is power. Without transparent and accessible data, California will continue to invest new resources into ELC programs without making any progress toward closing equity gaps.

Related legislation. AB 1361 (B. Rubio) of this Session prohibits a childcare facility from expelling or suspending a child unless specified expulsion and suspension guidelines are followed and would increase funding available for mental health consultations in early childhood settings.

AB 99 (Irwin) of this Session, would establish the Cradle-to-Career Data System, a statewide data infrastructure that integrates data from various partner entities.

AB 2960 (Thurmond), Chapter 829, Statutes of 2018 requires the SPI to develop an online portal for California's comprehensive childcare and development services by June 30, 2022, to convene

a workgroup to evaluate and provide recommendations to the SPI on any necessary modifications or improvements to the portal, and requires the SPI to submit to the Legislature a comprehensive plan for implementing the recommendation of the workgroup by January 1, 2021.

AB 752 (B. Rubio), Chapter 708, Statutes of 2017, prohibits a contracting agency from expelling or disenrolling a child from a state preschool program because of a child's behavior unless the contracting agency has expeditiously pursued and documented reasonable steps to maintain the child's safe participation in the program. The bill requires the DSS to consider, in determining whether to issue a citation to or impose a civil penalty on a child day care facility that contracts with the CDE, whether the child daycare facility is in the process of complying with the outlined procedure.

SB 75 (Committee on Budget and Fiscal Review), Chapter 51, Statutes of 2019, establishes the Cradle-to-Career Data System Act which set out requirements for the development of a statewide data infrastructure to address disparities in opportunities and improve outcomes for all students from cradle to career.

REGISTERED SUPPORT / OPPOSITION:

Support

Advancement Project (Sponsor)
Santa Clara County Office of Education (Sponsor)
Alliance for Children's Rights
Black Men for Educational Equity
Child Care Alliance of Los Angeles
Child Care Resource Center
Children Now
Every Child California
Head Start California
San Jose; City of
San Mateo County Child Care Partnership Council

Opposition

None on file

Analysis Prepared by: Debbie Look / ED. / (916) 319-2087