

STATE OF FLORIDA  
GOVERNOR  
CHARLIE CRIST

AGENCY FOR  
WORKFORCE INNOVATION  
DIRECTOR  
MONESIA BROWN

OFFICE OF EARLY LEARNING  
(850) 921-3180  
DIRECTOR  
BRITTANY BIRKEN, PH.D.

ACCOUNTABILITY MANAGER  
STEPHANIE GEHRES

REVIEW SUPERVISOR  
TAMARA PRICE

REVIEW STAFF  
REGINAL WILLIAMS  
ANDREA RAINES  
ROYAL LOGAN  
RENEE LISS

WRITER  
RENEE LISS

INTERNAL QUALITY ASSURANCE  
CELICIA BELL  
BETTY WALLACE

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## ***PERFORMANCE REVIEW OF THE EARLY LEARNING COALITION OF FLAGLER/VOLUSIA REPORT 08-05***

### **Results in Brief**

In accordance with s. 411.01(4)(l), Florida Statutes (F.S.), the Agency for Workforce Innovation (the Agency) conducted a performance review of the Early Learning Coalition of Flagler & Volusia Counties, Inc. (the coalition, or the Flagler/Volusia Coalition). The on-site review took place the week of November 5-8, 2007. The review examined the period of the coalition's operations from July 2006 through October 2007.

The Flagler/Volusia Coalition's overall implementation of early learning programs is commendable. The coalition operates the coalition's School Readiness (SR) and Voluntary Prekindergarten (VPK) programs in a manner that meets, or exceeds most state and federal laws, rules, and regulations. Notable observations about the coalition's performance include the coalition's:

- Enhanced parent training program;
- Extensive board member orientation; and
- Processes that ensure all SR children receive screenings.

The coalition has the opportunity to improve implementation of early learning programs in the areas of governance and operations, grant award and contract management, resource and referral, and educational service delivery. Failure to address the following areas of concern may detract from the coalition's success in the future:

- Non-compliance with Florida law regarding board membership;
- Committee level quorum issues;
- No legal review of contracts before execution; and
- Poor performance in key areas of child care resource and referral (CCR&R) service delivery

The Agency's Eligibility Support and Fraud Prevention Unit (ESFP) conducted a separate review of the Flagler/Volusia Coalition's eligibility determination practices, reimbursement, and instructor qualifications. Program findings and best practices for fiscal year 2006-2007 are in a separate report that ESFP published on June 27, 2008.

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**Scope and Methodology**

Various sections of Florida and federal law mandate that the Agency administer early learning programs in Florida (see 411.01(4)(l) and 1002.75(1), F.S. and 45 C.F.R. 98.11(b)(6)). Specifically, statute requires “the Agency for Workforce Innovation to monitor and evaluate the performance of each early learning coalition in administering the school readiness program, implementing the coalition's school readiness plan, and administering the Voluntary Prekindergarten Education Program. These monitoring and performance evaluations must include, at a minimum, on-site monitoring of each coalition’s finances, management, operations, and programs” (s. 411.01(4)(l), F.S.) The legislature has also given the Agency authority to “identify best practices for early learning coalitions, and to improve the outcomes of school readiness programs” (s. 411.01(4)(m), F.S.).

The Agency developed performance expectations to provide a framework for measuring a coalition’s effectiveness in implementing early learning programs (see *Appendix A—Indicators, Expectations, and Excerpts from Standard Levels of Service*). The performance expectations include indicators relating to compliance with state and federal laws and regulations, as well as indicators for additional activities that could assist coalitions in maintaining high quality programs and operations. The expectations cover specific areas of program implementation: governance and operational processes, grant award and contract management, program access and availability; and educational service delivery (s. 411.01(4)(l), F.S.).

In addition, the Agency developed the *Child Care Resource & Referral Network CCR&R Standard Levels of Service* (SLS), to guide a coalition in delivering resource and referral services to a family. The standards address issues, such as customer service expectations, staff training and certification, consumer services and information, and database maintenance. See *Appendix A—Indicators, Expectations, and Excerpts from Standard Levels of Service* for a more detailed description of the Standard Levels of Service.

To measure the extent to which the Flagler/Volusia Coalition meets the performance expectations and the SLS, the review team interviewed the coalition executive director, coalition staff, board members, parents, and providers. The team examined various documents, such as the coalition’s contracts, board meeting minutes, mini-grant program guidelines, provider agreements, written policies and procedures, and coalition reports. The team also conducted a review of client files for both the SR and VPK programs, and analyzed various data contained in the Enhanced Field System (EFS). Additionally, the review teams visited several child care

provider sites and conducted focus groups for parents and providers receiving services from the coalition.

**Background**

**History of Operations.** The Early Learning Coalition of Flagler/Volusia began operations in 1999 as the Flagler School Readiness Coalition and the Volusia School Readiness Coalition. The coalitions merged in 2005 in response to amendments made to Chapter 411, F.S. by the Florida legislature. The coalition’s expenditures for the SR and VPK programs for fiscal year 2006–2007 totaled \$23.6 million. The Child Care Resource Network (CCRN) had been the principal contracted service provider beginning in July 2006; however, the coalition brought all VPK services in-house by January 1, 2007 and all SR services in-house by March 2007.

*\*Expenditures in the table below represent cost categories that support the scope of the performance review and are not all-inclusive.*

**Table 1. Early Learning Coalition of Flagler/Volusia Reported School Readiness Expenditures**

Area	2006-2007
Administration (97 BBA and 97LCA)	\$612,565
Resource & Referral (97Q14)	\$211,521
Eligibility Determination (97BDE)	\$881,408
Monitoring w/ other Non-Direct services (97BBB, 97CCT, 89JTR, 89JOO)	\$599,452
Inclusion Services (97QIN)	\$44,509
SR Quality Initiatives (97QOO)	\$1,138,340
Infant and Toddler Quality (97INT)	\$184,714
CCEP (97PPA-97PPO)	\$76,778
Gold Seal (97GSD)	\$236,273
Disaster, if applicable (97HCF-97HKR)	\$0
Program Services (97COO-97TNW, 97RSP)	\$11,343,937
<b>Total Expenditures (for above-listed OCAs only)</b>	<b>\$15,942,257</b>

SOURCE: AWI GRANT MANAGEMENT FLAIR EXPENDITURES, OCA RECONCILIATION AS OF MAY 2008.

**Table 2. Early Learning Coalition of Flagler/Volusia Reported VPK Expenditures**

Area	2006-2007
Administration (VPADM)	\$141,890
Enrollments (VPENR)	\$108,160
Monitoring (VPMON & VPMNI)	\$30,189
Outreach and Awareness (VPLCM)	\$891
Program Services (VPPRS)	\$7,324,934
Total Expenditures (for above-listed OCAs only)	\$7,606,064

SOURCE: AWI GRANT MANAGEMENT FLAIR EXPENDITURES, OCA RECONCILIATION AS OF MAY 2008.

**Children Served.** For fiscal year 2006–2007, the Flagler/Volusia Coalition served a total of 3,414 children in VPK programs and 7,732 children in SR programs.

**Organization and Staffing.** The coalition has 53 employees who implement the programmatic aspects of the coalition’s mission. The administrative staff includes the executive director, finance director, human resources director, deputy director, community outreach director, director of professional development and education, and quality assurance director. See *Appendix C—Coalition Organizational Structure* for a diagram of the coalition’s organization.

**Scope of Services.** During the 2006–2007 review periods, the Flagler/Volusia coalition had one principal contractor, CCRN. The contract with CCRN outlined the provision of services for SR children birth to 5 years old who met eligibility requirements, home-based services for infants and toddlers, and VPK services for 4-year-olds. CCRN contracted services for VPK included a provider agreement to deliver the VPK program as a child care provider. Other VPK services provided by CCRN included determining provider eligibility, offering VPK training, and performing provider monitoring.

The coalition delivered SR services through family support; health and developmental screenings; curriculum support; and collaborations with organizations and programs serving families and children such as Florida First Start, Head Start, Even Start, Teenage Parent Program, Workforce Development-Welfare Transition, the health departments and school boards of both counties, Department of Children and Families Child Care Licensing, Community Based Care, and

the Police Athletic League and the Boys and Girls Club, Inc after-school programs.

The coalition took all VPK services in-house on January 1, 2007 and all SR services in-house on March 1, 2007. Subsequently, due to financial difficulties, the CCRN contract was mutually terminated. *Appendix E—Coalition Contracts for 2006–2007* lists these contracts by contractor, services provided, contract period, and amount.

**Board Governance.** The coalition’s board of directors serves as the policy-making entity for the coalition, and delegate’s authority to the coalition’s executive director. At the time of the review, the 19-member board consisted of six non-voting and 13 voting members. Five members represented Flagler County, 11 members represented Volusia County, and three members represented both Flagler and Volusia counties. Membership composition includes representatives from both the private and public sectors. *Appendix B—Board Membership* depicts the board membership that the coalition submitted with the coalition’s self assessment on October 5, 2007.

Presently, the coalition’s bylaws allow the coalition to establish six standing committees: Executive, Quality Initiatives, Provider Forum, Literacy and Learning, Nominating, and Outreach. The bylaws also allow the coalition to establish special task forces to address specific, short-term issues “as its members deem necessary.” The coalition’s bylaws state, “each committee shall consist of the committee chair and representatives of the community.”

- **The Executive Committee** consists of the four officers of the board and the chairs of the other standing committees. The committee acts on behalf of the coalition on administrative matters and votes on pressing issues when the full board cannot reasonably hold a meeting. The full board must ratify all decisions that the Executive Committee makes as soon as possible.
- **The Quality Initiatives Committee** ensures compliance with the coalition plan regarding quality assurance. The committee oversees the development and implementation of the Quality Rating System (QRS). The coalition uses the QRS to evaluate child care providers. The coalition includes professional development initiatives and technical assistance on provider quality in the QRS implementation.
- **The Literacy and Learning Committee** surveys a family’s needs, concerns, and areas of involvement in a child’s education. The committee also works with community partners to educate families on the

importance of skill building in the developmental standards. The coalition and the coalition’s partners focus on early learning when working with families.

- **The Provider Forum Committee** gives providers an opportunity to share ideas about existing quality initiatives and also to participate in research and development of new initiatives. These include provider appreciation, VPK initiatives, and accreditation processes.
- **The Outreach Committee** develops public awareness, marketing, and partner development strategies. The committee engages the support of the community in improving the quality of SR and VPK programs.
- **The Nominating Committee** nominates members in good standing to be officers. The committee also recruits or recommends qualified members to the board in order to maintain mandated membership.

## Findings

The following report of findings summarizes notable observations and compliance issues that the review analysts observed during monitoring. The Agency requires that the coalition submit a corrective action plan for all compliance issues within 30 days of the report’s publication, as well as a subsequent six month follow-up status report.

### ***Program Access and Availability***

The law states that the Agency shall work with a coalition to increase a parent’s training for and involvement in a child’s preschool education and to provide family literacy activities and programs (s. 411.01(4)(o), F.S.). Coalitions are responsible for serving families in the coalition’s service areas including those from diverse backgrounds. A family’s needs vary, including differences in household income, English speaking skills, and challenges related to a child with disabilities and special health care needs.

A coalition is also responsible for ensuring coordinated staff development and educational opportunities for coalition staff and providers (s. 411.01(5)(c) 1.c., F.S.). A coalition should collaborate with local community education institutions such as universities, community colleges, and vocational institutions to provide on-going training for provider staff.

The Agency’s analysis confirms the coalition is following the coalition’s plan in this performance review area.

## NOTABLE OBSERVATIONS

### ***Coalition programs place strong emphasis on quality and enhance family literacy***

The Flagler/Volusia Coalition’s extensive parent training programs help parents with family literacy.

**Parent Training.** The Family Involvement Department is a home visitation program that embraces a parent as vitally important to the educational experience of their child. The program provides the parent of a child not enrolled in a child care program with training on several topics. The topics include attachment, infant massage, discipline, and brain development. Additionally, parents are given the “Parents as Teachers” and “Circle of Parents” curricula to encourage parent participation in their child’s education and to enhance family literacy efforts.

## COMPLIANCE ISSUES

The Early Learning Coalition of Flagler Volusia has fully complied with all applicable law and the recommendations of the Agency in the *Program Access and Availability* performance review area.

### ***Governance and Operations***

To ensure the success of the SR, VPK, and CCR&R programs, a coalition must have an effective executive leadership structure. Specifically, a coalition should maintain a constructive and trusting relationship between the coalition’s board members, executive director, and employees. The relationship is in jeopardy when the parties do not understand, or fail to adhere to, the parties’ distinct roles in the governance process.

A coalition may use both formal and informal mechanisms to ensure that each group of individuals adheres to the group’s established roles and responsibilities. The board should be the policymaking entity for the coalition while the executive director should have the primary responsibility for implementing and managing the coalition’s policies. At a minimum, the coalition should define these roles and responsibilities through clearly written bylaws and governance policies that comply with state and federal statutes.

In general, the Flagler/Volusia coalition’s approach to governance and operations is efficient and commendable. The review team, however, has identified problems that could hinder the coalition’s overall ability to operate efficiently and effectively if the coalition does not address the issues in a timely manner.

**NOTABLE OBSERVATIONS****Extensive board member orientation ensures knowledge and understanding of operations**

The coalition provides an extensive board member orientation to ensure that each board member has a sufficient understanding of board and coalition operations. New board members participate in an interactive, two-hour slide show consisting of 70 slides presented by key coalition staff. Components of the orientation address Florida in the Sunshine Law (Sunshine Law), clear definitions of voting and non-voting members, quorum requirements, rules for disclosing conflict of interest, legal duties of board members, individual expectations and responsibilities, principles of governance, governance warning signs, ways to strengthen board performance, and a self evaluation.

**COMPLIANCE ISSUES****Lunch meeting potentially violates the Sunshine Law**

Minutes from the September 2007 board meeting stated that the October 2007 meeting would include a tour of child care providers. The October 2007 meeting ended at 10:35 a.m. so the board members could tour the selected child care provider sites. After the tour of child care providers, the board members went to lunch to discuss the tour. As described below, there is no official notice of the lunch meeting, although the board members discussed ways to improve quality.

In the initial self-assessment received by the Agency, the coalition did not provide documentation to support that there was proper notification of the tour of child care provider sites or of the lunch meeting. Florida Statutes 286.011 (1) and (2) require boards to provide reasonable notice and that minutes of meetings are promptly recorded. The coalition's regular practice is to post notification of board meetings on the coalition's website. However, when reviewed by the analyst, the website did not contain notice of the tour of child care providers or of the lunch meeting. The October 2007 "Kite Tales" newsletter stated the date and time of the October 2007 board meeting, but did not mention the child care provider site tours or lunch meeting, which does not satisfy the posting requirement of the Sunshine Law. After the on-site review, the coalition provided supplemental documentation to the Agency. This documentation included minutes from the lunch meeting. However, as of February 12, 2008, the coalition did not have these minutes available or posted to the coalition's website.

The Agency's legal opinion states that lunch meetings are discouraged, but are not necessarily a violation of Sunshine

Law. The opinion states that if the coalition notices the meeting and takes proper minutes, that the coalition can hold such meeting. The Florida in the Sunshine Law states, "the Sunshine Law extends to the discussions and deliberations as well as the formal action taken by a public board or commission. There is no requirement that a quorum be present for a meeting of members of a public board or commission to be subject to s. 286.011, F.S. Instead, the law is applicable to any gathering, whether formal or casual, of two or more members of the same board or commission to discuss some matter on which foreseeable action will be taken by the public board or commission..." As the minutes reflect from the "Tour of Providers Lunch," the board members discussed quality and ways to continue raising the coalition's level of quality. This discussion was subject to Sunshine Law. The coalition should have properly noticed the meeting and promptly recorded the minutes.

**Failure to maintain board membership violates statutory mandate**

In April, May, and June 2007, the coalition board consisted of 16 members and in July 2007, the coalition had 17 members. Minimum membership by Florida Statute 411.01 (5)(a) 4, is 18 members, with a maximum of 35. The Flagler/Volusia Coalition bylaws also mandate a minimum of 18 members to be on the Flagler/Volusia board. Vacancies in April, May, and June for the service delivery area consisted of representatives from the health department, county commission, and one governor appointee for Flagler County. In July, vacant positions were from the county commission, a private provider representative, and the governor appointee position. The governor appointee position dates to the coalition merger of Flagler and Volusia counties to form the current coalition.

Per coalition bylaws, the Nominating Committee is "responsible for recruiting and/or recommending new qualified members in order to maintain board membership at the level needed to fulfill the coalition's mandates." However this committee on met once, in August 2006, to take action regarding new board member nominations.

*The Early Learning Coalition Plan Program Administration Amendment (Guidance and Instruction Workbook)* from April 2007 states the coalition should submit two applications to the Governor's Office of Appointments for each vacant position. To show good faith, the coalition is also encouraged to engage in routine follow-up with the office and local government agencies about the status of the appointments. The Governor's Appointment Office informed the Agency that the appointment office does not have an application on file for the vacant Flagler/Volusia Coalition position.

**Committee quorum recognition is inconsistent with bylaws**

During the April 20, 2007, Executive Committee meeting, the committee approved new board appointments and adjusted payments to an audit firm, despite the presence of only 50 percent of the committee’s members. Coalition bylaws require 51 percent attendance for a quorum.

**RECOMMENDED ACTIONS**

In order for the coalition to be in compliance with all laws, regulations, and recommendations of the Agency in the area of Governance and Operations, the coalition must:

- Ensure all board meetings are properly noticed and minutes promptly recorded as required by the Florida in the Sunshine Law.
- Develop a process for timely replacement of mandated board members.
- Ensure quorum at board meetings before an action is taken.

**Grant Award and Contract Management**

To ensure effective and efficient procurement processes, a coalition must have policies and procedures in place to ensure compliance with state and federal laws and regulations. Specifically, s. 411.01(5)(e), F.S., states that coalitions must comply with the terms of s. 287.057, F.S. To ensure compliance with Florida Statutes, a coalition must maintain all documentation relating to the contract and/or grant award selection process including the coalition’s method of selection. Without the proper documentation, the coalition will have insufficient evidence that the coalition followed the proper procedures according to chapter 287, F.S., and Agency policies. The coalition’s failure to adhere to the requirements could result in conflicts of interest, bid protests, and poor quality of work performed by a contractor.

As previously mentioned, the Flagler/Volusia Coalition currently does not have a primary contracted service provider. The coalition, however, contracted with CCRN during fiscal year 2006-2007. The contract was for SR eligibility determinations, CCR&R, health and developmental screenings, provider reimbursement, and recruitment and training. The contract also provided for VPK services, including enrollment, EFS management for providers and children, and provider payment. Additionally, CCRN provided services for SR children birth to 5 years old who met eligibility requirements, home-based services for infants and toddlers, and VPK services for 4-year-olds. See *Appendix E—Coalition Contracts for 2006–2007*, which lists the

contracted services provided, contract period, and the agreed payment amount for delivered services.

The Flagler Volusia Coalition meets almost all requirements for procuring goods and services, awarding contracts, and performing contract file maintenance; however, the coalition has one area of non-compliance that should be addressed.

**COMPLIANCE ISSUES**

**Missing contract management procedures**

The law requires a coalition to “establish a review and approval process for all contractual services contracts costing more than the threshold amount [of \$50,000], which shall include, but not be limited to, program, financial, and legal review and approval . Such reviews and approvals shall be obtained before the contract is executed” (s. 287.057(19), F.S.). In a review of the coalition’s contract with CCRN, however, the analyst noted that the contract lacks the required legal review.

**RECOMMENDED ACTIONS**

In order for the Agency to consider the coalition in compliance in the area of Grant and Contract Management, the coalition must develop contract management policies and procedures that ensure effective and efficient management of contracted services, including requiring legal review of all contracts.

**Child Care Resource & Referral**

Child Care Resource and Referral (CCR&R) should serve as the “front door” to all services offered through the coalition. A parent, regardless of socio-economic status, seeking or needing financial assistance with child care should receive complete CCR&R services. A coalition should offer every parent the option of receiving assistance with finding child care and provide information that will help the parent make an informed decision, as well as additional information about community resources as appropriate.

During the review period, the Flagler/Volusia coalition contracted with CCRN for CCR&R services. The contract totaled \$225,209, and the terms of agreement included providing child care consumer information, establishing a toll-free telephone system, and maintaining and managing a comprehensive database of all early child care and education caregivers and community resources in Flagler and Volusia counties, among other aspects of the CCR&R program.

Coalition	Brevard	Flagler/ Volusia	Pasco/ Hernando
Referrals	4,820	7,287	10,039
Percentages	6.42%	9.41%	12.49%
0-5 Population	74,976	77,428	80,320

Source: CCR&R 2006 County Comparison Report

The chart above shows the number of completed referrals that the coalition’s CCR&R service generated, based on the size of the birth to 5-year-old population and in comparison to similarly-sized coalitions.

**COMPLIANCE ISSUES**

**The coalition’s CCR&R program needs improvement in some aspects of its service delivery**

While the overall program referral numbers are high, the Flagler/Volusia Coalition needs to address the fact that the coalition is not meeting some of the standards described in the SLS. Failure to meet all standards in the SLS could potentially decrease referral numbers over time and lead to decreased program access for parents and providers within the Flagler/Volusia service area.

- **Incomplete updates.** As described in the SLS section III-3a., all legally operating early learning and/or school-age providers (licensed, registered, and exempt providers) in all counties within the CCR&R service area must be included in the CCR&R provider database. The analyst compared the Department of Children and Families (DCF) Master and Facilities Homes List with the EFS Provider Short List. Out of the 47 active providers sampled, six were not in the EFS database, which may prevent a provider from receiving computer-generated referrals. See *Table* below for the six missing providers.

Provider Name	
Mercarter Family Day Care Home	148 Forrester Place, Palm Coast, FL 32137
Spiritual Impact Home Daycare	24 Reybury Lane, Palm Fl 32164
Judi’s Little Miracles	285 W. Blue Springs Avenue, Orange City 32763
Lara Family Day Care	2421 Greenwood Street, Deltona Fl 32738
St. James Episcopal School	38 S Halifax Drive ,Ormond Beach Fl 32174
Small World Youth Services Incorporated	909 Cass St, Deland Fl 32720

- **Problematic code descriptions.** As indicated in SLS section II-13d., the coalition should make all CCR&R standard code changes and updates affecting the monthly or quarterly reports within 30 days of the CCR&R Network notifying the coalition. In a review of the standard codes, the analyst noted that four of the codes had the wrong descriptions in a table that does not permit changes or additions. Accuracy of the code descriptions is important in ensuring the validity and accuracy of the information in EFS. *As of the date of this report, the coalition updated the descriptions and implemented a corrective action plan to ensure future compliance.* See *Table* below for the non-matching descriptions.

Table	Code	Coalition EFS Description	Standard Codes Description
PRST	MEDX	Medical experience	Medical staff on site
INCM	51	10,000-19,999	10,000-14,999
INCM	52	20,000-29,099	15,000-19,999
INCM	53	30,000+	20,000-29,999

- **Incorrect codes.** As indicated in SLS section II-13d., the coalition should make all CCR&R standard code changes and updates affecting the monthly or quarterly reports within 30 days of the CCR&R Network notifying the coalition. The coalition has entered seven codes incorrectly into a table that has the following instructions: “required, do not change or add any codes.” *As of the date of this report, the coalition updated the*

codes and implemented a corrective action plan to ensure future compliance. See Table below for incorrect codes and tables.

Table 6. Incorrect Codes			
Table	Correct EFS Codes	Coalition EFS Code Errors	Standard Codes Description
PRAC	UMA	UMAP	United Methodist Assoc. of Preschools
PAEL	CCEP	CEP	Child Care Executive Partnership
UNCR	Doesn't exist	HR	Doesn't exist
PRPR	VPK	VPKF	VPK school year
PRTT	Doesn't exist	0	Doesn't exist
PRAC	NACP	NACE	G-Nat'l Accred. Council for Early Childhood Professional Programs
PRAC	NCP	NCPS	Nat'l Council Priv. Sch. Accred.

- Provider packets.** The *new* provider start-up packet lacks information as indicated by the SLS. Specifically, the packets do not contain the newsletter, information on how parents access referrals and update information, training/technical assistance opportunities, startup, zoning, program and budget development, lending library information, the food program, inclusion warm line information, DCF Child Care Training Information Center guidance, and the written provider statement. During the review, the analyst noted the coalition did not have a cover letter in the *potential* provider packet, which provides an overview of CCR&R services and lists resources and a link to provider information. *As of the date of this report, the coalition implemented a corrective action plan to ensure future compliance.*
- Quality assessments.** When the coalition transferred services from CCRN, the coalition’s R&R coordinator did not continue in her position. The current coordinator could not find the quality assessments for herself and one other R&R staff member. However, *the R&R Quality Assurance Assessment Roll-up Report* and the required quality assessment forms that could be located meet the guidelines as described in the SLS, section II-12. *As of the date of this report, the coalition implemented a corrective action plan to ensure future compliance with all quality assessments.*
- Customer service.** The CCR&R Network conducted secret shopper calls to the coalition, which revealed that VPK and Head Start information is not always

available. Counselors also did not offer in-depth explanations about quality child care or alternative payments. During one call, the counselor interrupted the caller, who was trying to ask questions. The counselor offered limited information on types of child care and asked for minimal information. The secret shopper stated that the counselor seemed rushed during the call. The counselor also did not explain the purpose of the licensing website or how licensing information assists in selecting quality child care. The counselor told the caller to obtain counseling through her insurance, but did not offer a referral to the central directory about a 4-year-old’s behavior problems. Most of the CCR&R staff is blended parent and eligibility counselors. The analyst observed that the blended staff focused on eligibility and may neglect pertinent resource and referral information when generating referrals. *As of the date of this report, the coalition implemented a corrective action plan to ensure future compliance*

- Inclusion.** The inclusion specialist position was vacant from January-September 2007, and therefore the coalition offered no training opportunities, as indicated by SLS III-5a. Quarterly reports were missing for January-March 2007 and April-June 2007. Additionally, the specialist also submitted incomplete inclusion activity logs for those quarters.

**RECOMMENDED ACTIONS**

- While the coalition has already completed several of the Resource & Referral recommended actions listed below, several areas remain in need of attention:

  - Ensure all legally operating providers are entered and updated in the EFS system as described by the SLS.
  - Ensure EFS standard codes and descriptions are entered correctly and appropriately used.
  - Ensure provider packets contain *all* pertinent information as illustrated in the SLS.
  - Ensure annual mail-outs and newsletters contain *all* of the suggested information in accordance with the SLS guidelines.
  - Complete quality assessments as required, maintain documentation on-site, and ensure documentation is accessible to Agency staff.

- Ensure CCR&R eligibility and parent specialists receive additional training on the SLS and customer service.
- Conform to the SLS on quarterly inclusion reports and training.

Additionally, the inclusion specialist coordinates monthly health screenings at child care centers to ensure that all children in the SR program receive the screenings.

***Educational Service Delivery***

**COMPLIANCE ISSUES**

Section 411.01, F.S. provides an outline of required components for each coalition’s SR programs. The components include ensuring the use of developmentally appropriate curricula by providers, implementing health and developmental screenings and assessments for children participating in the program, coordinating staff development and provider training, and fostering parental support and involvement (s. 411.01(5)(c), F.S.). A coalition must address these elements as part of the SR plan (coalition plan), and the plan must be approved by the Agency for Workforce Innovation (s. 411.01(5)(d), F.S.).

The Early Learning Coalition of Flagler Volusia has fully complied with all applicable law and the recommendations of the Agency in the *Educational Service Delivery* performance review area.

Overall, Flagler/Volusia’s educational service delivery meets or exceeds these requirements. Below is one area in which the coalition’s program implementation is particularly commendable.

**NOTABLE OBSERVATIONS**

***Coalition health and developmental screening practices ensure receipt of services by all children with parental consent***

The Flagler/Volusia coalition’s innovative approach to ensuring all children receive health and developmental screenings, outlined below, ensures parental involvement in developmental screening.

- **Parents perform developmental screening.** During enrollment, parents perform the Ages and Stages Questionnaire developmental screening with their children. This process, overseen by the parent specialist, ensures parental involvement in the screening process, something many coalitions struggle with.
- **Health screenings.** On Tuesdays and Thursdays, the coalition’s inclusion specialist and screening assessment specialist conduct health screenings at the coalition’s main office. Children who enroll in SR on those days receive the screenings during enrollment. Parents with children already enrolled in the SR program, who have not received the screenings, can also bring those children in to be screened.

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**APPENDIX A—INDICATORS/EXPECTATIONS/STANDARD LEVELS OF SERVICE**


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***Performance Expectations for Governance and Operations***


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- 1 The coalition clearly delineates the roles and responsibilities of the board and the executive director in order to promote effective working relationships.
- 2 The coalition organizes efficient board meetings that are accessible to the public.
- 3 The coalition clearly defines its organizational structure, including procedures to effectively manage coalition personnel.
- 4 The coalition's process for managing information supports daily operations.
- 5 The executive director and coalition board exercise effective oversight of the coalition's financial operations.
- 6 The executive director and coalition board exercise effective oversight of the coalition's programmatic allocations and development.

***Performance Expectations for Grant Award and Contract Management***


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- 1 The coalition has policies and procedures to ensure effective and efficient procurement of commodities and services.
- 2 The coalition has policies and procedures to ensure the awarding of a contract is fair, equitable and cost-effective.
- 3 An individual(s) is (are) assigned responsibility for managing coalition contracts.
- 4 The coalition has policies and procedures in place to monitor both administrative and programmatic aspects of all contracts.

***Performance Expectations for Program Access and Availability***


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- 1 The coalition is implementing effective strategies to improve the quality and availability of child care services.
- 2 The coalition is implementing a comprehensive program that supports: (1) educational and skill-building opportunities for parents, and (2) economic self-sufficiency for families.
- 3 The coalition has policies and procedures in place that adhere to program access standards and eligibility priorities.

***Performance Expectations for Educational Service Delivery***


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- 1 The coalition is ensuring a coordinated staff development and training plan.
  - 2 The coalition is ensuring the selection and use of a developmentally appropriate curriculum by all school readiness providers.
  - 3 The coalition is ensuring the selection and use of a character development program by all school readiness providers.
  - 4 The coalition has an effective process for providing age-appropriate developmental assessments (screenings).
  - 5 The coalition's processes provide health screenings and appropriate referrals.
  - 6 The coalition has a system in place to offer and track training for all providers on the health and developmental screening process.
  - 7 The coalition ensures providers use pre- and post-assessment data to make sound decisions about teaching and learning.
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### ***Excerpts from the Child Care Resource & Referral Standard Levels of Service***

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Each ELC is responsible for the coordination and/or provision of CCR&R services in their service area. Each ELC must ensure all CCR&R services are provided, including but not limited to the following responsibilities:

- Designating/training/supervising CCR&R Staff
- CCR&R services for all families and providers
- Resources for families and providers (including but not limited to information on resources, VPK, financial assistance, School Readiness, Florida Kid Care Insurance, CCEP, employer initiatives)
- Designating/training/supervising inclusion services/Warm Line staff
- Provider outreach and recruitment
- Community outreach and collaboration
- Reports (Monthly, Quarterly, ad hoc) and community awareness plans
- DCF Reports and Information
- Data collection/updates (for providers/families)
- Coalition Continuity of Operations Plan (COOP)

CCR&R Coordinator/designated trainer must use the Quality Assessment form to observe each CCR&R specialist, (including but not limited to School Readiness staff/ELC staff) conducting a complete family interview and generating referrals at least twice a year.

- 2 • The Quality Assessment Roll-up Report must be sent to the CCR&R Network Office during the second and fourth fiscal quarters detailing the staff name, date of assessment, and result (Excellent, satisfactory, poor).
- The Quality Assessment form must be kept on file at the ELC/R&R office for review by Network staff during assessment visits and/or onsite training/TA visits.

3 Each ELC must complete an internal CCR&R Programmatic Assessment. Assistance is available from coalition analysts and CCR&R Network staff.

4 ELC and CCR&R Staff must respond in a timely manner to the AWI-OEL monitoring staff's request for a scheduled monitoring date, be available for interviews, and provide all necessary documents as requested during the monitoring session.

Work to promote awareness of the Child Care Executive Partnership and other employer initiatives. Training and TA is available upon request. Possible activities may include but are not limited to:

- 5
  - Speaking at employer benefit events
  - Speaking at local Chamber of Commerce meetings
  - Speaking at Kiwanis, Rotary, or other service club meetings

## APPENDIX B—BOARD MEMBERSHIP

Name	Designation	Mandatory/ Voting	Affiliation	Term/Ends
<b>Judi Maloy</b>	Head Start director	Yes/No	Director, Mid Florida Community Services, Inc. Head Start	(mandated)
<b>Deborah Wyman</b>	Faith-based provider representative	Yes/No	First Baptist Church & Preschool	2 years/June 2009
<b>Vacant</b>	Private Sector, Gubernatorial Appt.	Yes/Yes		
<b>Jennifer Tinstman</b>	Private Sector, Gubernatorial Appt.	Yes/Yes	Restaurant co-partner -Carrabba's Italian Grill 2200 W. Intl. Speedway Blvd., DB, FL 32114	1 year/June 2008 (renewal pending at time of review)
<b>Betsy Lewis</b>	DCF District Administrator designee	Yes/Yes	Department of Children and Families, District 12 Appointee	(mandated)
<b>Carol Belavek</b>	Regional workforce development board chair/director	Yes/Yes	Workforce Development Board of Volusia County Appointee	(mandated)
<b>Sharman Moore</b>	Private provider representative	Yes/No	Director, Oasis Home Learning Center	2 years/July 2009
<b>Mary Gilbert</b>	District Superintendent of schools or designee	Yes/No	Adult & Community Education	(mandated)
<b>Bill Kelly</b>	Private Sector Business	Yes/Yes	Insurance Executive VP Brown & Brown	4 years/May 2011
<b>Rufus Johnson</b>	Private Sector Business	Yes/Yes	Insurance Agent/Owner, Johnson Agency Inc. (Geico) 707 Beville Rd Daytona Beach, FL 32114	4 years/June 2009
<b>Barbara Harrison</b>	County Health Dept. director or designee	Yes/Yes	Volusia County Health Department	(mandated)
<b>Mary Anne Rodgers</b>	President of a community college, or designee	Yes/Yes	DBCC Appointee	(mandated)
<b>Deborah Denys</b>	Board Chair, Gubernatorial Appt. Private Sector	Yes/Yes	Former insurance executive at Met Life	3 years/April 2008
<b>Patricia Stickford</b>	Disabilities Education Act, program representative	Yes/No	Volusia County School District - Pre-K ESE Program Specialist	2 years/June 2009
<b>Joel Rosen</b>	Private Sector Business	Yes/Yes	Insurance Broker AJ Enterprises of Palm Coast P.O. Box 350978 Palm Coast, FL	3 years/June 2009
<b>Jonathan S. Davies</b>	Private Sector Business	Yes/Yes	Owner, Davies Trucking 215 Hazen Rd. DeLand, FL	4 years/April 2010

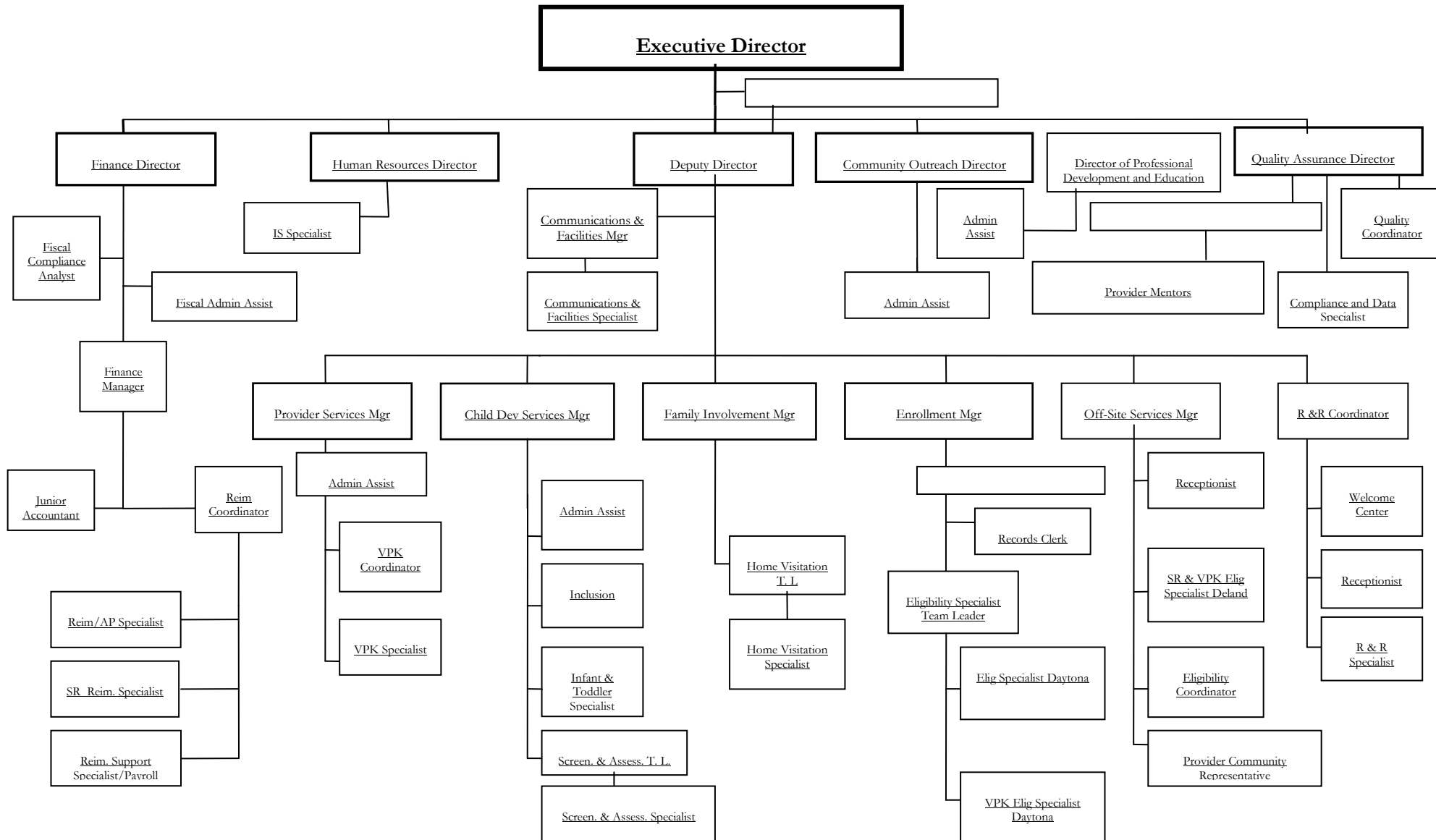
Name	Designation	Mandatory/ Voting	Affiliation	Term/Ends
<b>Dr. Henry Martin</b>	Private Sector Business	Yes/Yes	Consultant, Martin Association 1074 Country Club Park DeLand, FL	4 years/September 2010
<b>N/A</b>	Central child care agency representative	Yes/No		(mandated)
<b>Vacant</b>	Private Sector, Gubernatorial Appt.	Yes/Yes		04/30/2008
<b>Vacant</b>	Board of county commissioners appointee	Yes/Yes	County Commissioner Appointee	2 years/June 2009
<b>Ken Sexton</b>	Private Sector Business	Yes/Yes	Spherion	4 years/June 2011

## APPENDIX C—COMMITTEE MEMBERSHIP

## Executive Committee

<b>Name</b>	<b>Office</b>	<b>Mandatory/ Voting</b>	<b>Affiliation</b>	<b>Term/Ends</b>
<b>Deborah Denys</b>	Board Chair	Yes/Yes	Former insurance executive at Met Life	3 years/April 2008
<b>Carole Belavek</b>	Regional workforce development board chair/director	Yes/Yes	Workforce Development Board of Volusia County Appointee	(mandated)
<b>Betsy Lewis</b>	DCF District Administrator designee	Yes/Yes	Department of Children and Families, District 12 Appointee	(mandated)
<b>Jonathan Davies</b>	Private Sector Business	Yes/Yes	Owner, Davies Trucking 215 Hazen Rd. DeLand, FL	4 years/April 2010
<b>Jennifer Tintsman</b>	Private Sector, Gubernatorial Appt.	Yes/Yes	Restaurant co-partner -Carrabba's Italian Grill 2200 W. Intl. Speedway Blvd., DB, Fl 32114	1 year/June 2008 (renewal pending at time of review)
<b>Rufus Johnson</b>	Private Sector Business	Yes/Yes	Insurance Agent/Owner, Johnson Agency Inc. (Geico) 707 Beville Rd Daytona Beach, FL 32114	4 years/June 2009
<b>Dr. Henry Martin</b>	Private Sector Business	Yes/Yes	Consultant, Martin Association 1074 Country Club Park DeLand, FL	4 years/September 2010
<b>Mary Anne Rodgers</b>	President of a community college, or designee	Yes/Yes	DBCC Appointee	(mandated)

APPENDIX D—COALITION ORGANIZATIONAL STRUCTURE



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**APPENDIX E—COALITION PRINCIPAL CONTRACTS FOR 2006-2007**


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Contractor	Services Provided	Contract Period	Contract Amount
Child Care Resource Network – ELC1, ELC2, ELC3	R&R, Family Education Support Eligibility Determination, Application Processing, Slot Management and Payment Technical Assistance Training	07/01/06 - 06/30/07	\$14 million

**Note:** The contract with the Central Agency ended on March 31, 2007 when the coalition took all services in house. These amounts reflect the contract negotiated at the beginning of the fiscal year.

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**APPENDIX F—COALITION RECOMMENDED ACTIONS**

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The coalition should submit a corrective action plan, created in response to all identified compliance issues, within 30 days of the report’s publication. The coalition should also submit a subsequent six month follow-up status report.

***Governance***

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- Ensure all board meetings are properly noticed and minutes promptly recorded as required by the Florida in the Sunshine Law.
- Develop a process for timely replacement of mandated board members.
- Ensure quorum at board meetings before an action is taken.

***Grant Award and Contract Management***

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- Develop contract management policies and procedures that ensure effective and efficient management of contracted services, including requiring legal review of all contracts.

***Child Care Resource and Referral***

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- Ensure all legally operating providers are entered and updated in the EFS system as described by the SLS.
- Ensure EFS standard codes and descriptions are entered correctly and appropriately used.
- Ensure provider packets contain all pertinent information as illustrated in the SLS.
- Ensure annual mail-outs and newsletters contain all of the suggested information in accordance with the SLS guidelines.
- Complete quality assessments as required, maintain documentation on-site, and ensure documentation is accessible to Agency staff.