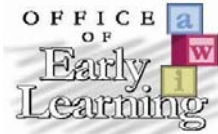




Office of Early Learning



April 24, 2006

Revised Report 06.04

Governance and Operations of the Early Learning Coalition of Putnam and St. Johns Counties, Inc.

Report in Brief

OEL conducted a special review on the governance and operations of the Early Learning Coalition of Putnam and St. Johns Counties. Overall, the review found that the coalition lacks sufficient policies and procedures to ensure effective coalition governance and operations of early education programs. Some of the major issues are:

- ambiguity in the roles and responsibilities of the coalition board and the executive director leads to ineffective working relationships that hinder coalition progress;
- inadequate and inconsistent record keeping, unclear committee structure and turnover of the fiscal director position jeopardizes fiscal and programmatic oversight;
- inappropriate and inconsistent policies and practices regarding board/committee meeting participation and quorums compromise the coalition's decision-making process.

Purpose and Scope

Florida law requires the Agency for Workforce Innovation (AWI) to monitor and evaluate the performance of each early learning coalition's administration of the school readiness and voluntary pre-kindergarten education program. Based on this authority, the Deputy Director for the Office of Early Learning (OEL) initiated a special review of the Early Learning Coalition (ELC) of Putnam and St. Johns Counties, Inc. (Putnam and St. Johns) following board member allegations regarding inappropriate conduct of coalition staff, lack of efficient board operations, lack of adequate board functions and oversight by the chair. In addition, AWP's Inspector General conducted an investigation of other allegations beyond the scope of this report.

On December 5 through 9, 2005, the Office of Early Learning (OEL) conducted a special field review focused on governance and operations based on eleven associated OEL best practices. OEL conducted follow-up conference calls with the executive director to discuss preliminary findings and changes occurring after the time of the site visit. OEL also provided a preliminary draft to the executive director to solicit feedback and suggestions, which were then incorporated.

Based on the findings presented here, OEL recommends that the Putnam and St. Johns coalition clarify board members' roles and board structure, enhance organizational processes, and initiate stronger oversight of the coalition's fiscal and program operations. OEL further recommends that Putnam and St. Johns submit an action plan outlining the planned implementation of these recommendations within 30 days of the receipt of this report. The action plan should detail the steps planned by the coalition to address the findings and recommendations in this report and should specify the dates for the completion of these steps. OEL will then follow-up to verify the completion of the action plan.

Review Team

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Methodology

The OEL Research and Accountability team developed a series of best practices and indicators for coalition governance and operations and examined the extent to which the Early Learning Coalition (ELC) of Putnam and St. Johns Counties is implementing those. These include indicators relating to compliance with state and federal laws/rules, as well as best practice indicators that could assist coalitions in maintaining high quality programs and operations. To determine the extent to which the coalition is using best practices, the team examined documents provided by the coalition. The team also visited the coalition office site to conduct interviews with coalition staff, current board members and pre-merger board members of both of the former Putnam and St. Johns Early Learning Coalitions. In most instances, the review of coalition governance and operations focused on the bylaws, policies, practices and procedures of the newly merged Early Learning Coalition of Putnam and St. Johns.

Background

Community Demographics. According to the 2005 population estimates from the Office of Economic and Demographic Research, Putnam and St. Johns Counties have a total population of 73,829 and 155,031 respectively.¹ Both counties have experienced substantial growth over the past several years, and this is particularly evident in St. Johns County with a population increase of 46.9% since 1999-2000. Putnam County's population increased by 8.2% in the same period.

Coalition History. Since the onset of the merger on July 1, 2005, numerous changes to the coalition's organizational structure, position titles, job descriptions and personnel have created challenges to the daily operations and performance of the coalition. The ELC of Putnam and the ELC of St. Johns both previously experienced unsuccessful merger attempts with other coalitions. Putnam's executive director offered a proposal to merge at the St. Johns board meeting on February 2, 2005, realizing the legislatively mandated merger timeline was quickly approaching. The coalitions developed several conditions for accepting the proposal: equal representation for both counties, serving over 2,000 children jointly, retaining joint members from both boards, keeping both budgets separate and keeping primary service providers for both counties. The coalitions approved the merger agreement. Subsequently, the Early Learning Coalition of St. Johns dissolved on June 27, 2005, after numerous merger task force meetings. The revised school readiness law allowed one county coalition to remain in tact, and both sides agreed that would be Putnam. The coalition amended the Articles of Incorporation to reflect the merger effective July 1, 2005.

The merger agreement and bylaws declare, "An administrative presence will be maintained in each county in order to carry on county business and support county committees and initiatives." To that end, the Early Learning Coalition of Putnam and St. Johns Counties, Inc. employs four staff in Putnam County and one staff member in St. Johns County. The executive director, a Partners in Education and Research for Kindergarten success (PERKS) technical assistant, a fiscal/contracts director and an administrative assistant are in the Putnam location. Coalition information indicates that the program outreach coordinator works from the St. Johns location. Exhibit 1 illustrates the organizational design of the coalition as submitted by the executive director.

Service Delivery. The coalition has initiated a number of efforts to improve program implementation based on available community resources. The following information summarizes the programmatic services, activities, and community involvement in each county:

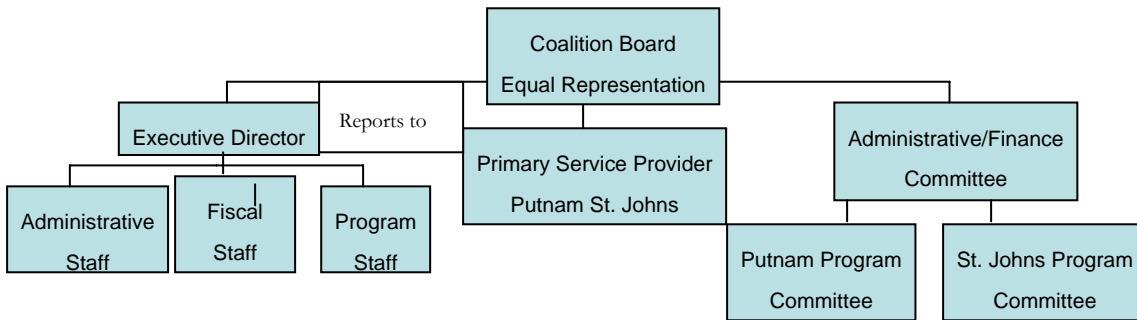
St. Johns – According to the coalition plan, the St. Johns school system does not currently offer a school-based voluntary prekindergarten program, but there are multiple Head Start classrooms in existence at several elementary schools offering comprehensive services to 135 students and their families. The primary school readiness service

¹ The Office of Economic and Demographic Research (EDR) is a research arm of the Florida Legislature principally concerned with forecasting economic and social trends that affect policymaking, revenues, and appropriations. EDR, through a contract with the University of Florida, arranges for annual estimates of the population of each city and county in Florida, which provide the basis for revenue sharing programs.

provider offers resource and referral services to all families regardless of income. One of the strongest partners of the coalition is WorkSource. According to the St. Johns coalition plan, WorkSource’s goal is “...to make a positive difference in the immediate and future lives of children and their families.” Another partner is the First Coast Technical Center, which prepares potential providers for their role in school readiness, training childcare providers and assistants, family caregivers, and others interested in working with children. Other partners are the St. Johns Health Department; Therapeutic Learning Center; Department of Children and Families; Healthy Start; Teen-aged Parent Program; KidsCare; Florida School for the Deaf and Blind; First Coast Technical Institute; and NE FL Community Action.

Putnam – According to the coalition, all children in school readiness programs receive screening for physical development and for vision, hearing and speech as needed. The coalition and central agency have a strong collaborative relationship with FDLRS/NEFEC (Florida Diagnostic Learning References System/North East Florida Educational Consortium) to take assessments and referral services into the homes if transportation is a barrier. Community partners who offer home visitation and parenting classes are Even Start, RCMA/Head Start, Family Builders, Putnam County School District’s Migrant Program, Putnam Behavioral Center, Healthy Start and the HIPPPY program. The School District Pre-K Early Intervention Department, RCMA/Head Start, Putnam County Family Child Care Providers Association, the Interagency Council, St. Johns River Community College and Santa Fe Community College offer training programs.

**Exhibit 1
Early Learning Coalition of Putnam and St. Johns Counties, Inc.**



Combined Committee Structure

1. Nonvoting chair, except for breaking tie votes [sic]
2. Rotate chair annually
3. Equal representation between counties
4. Rotate meeting location or a separate location in the middle with speaker phone available, if possible.

Source: The Early Learning Coalition of Putnam and St. Johns

The merger agreement of the Early Learning Coalition of Putnam and St. Johns Counties, Inc. has broadly defined the roles and responsibilities of each organizational unit, including the contracted service providers. The coalition maintains service provider contracts with Episcopal Children’s Services and Child Care Resources, Inc., to provide school readiness and volunteer prekindergarten services to Putnam and St. Johns Counties. Provisions in the service providers’ contracts include some or all of the following activities:

- resource and referral activities
- eligibility and enrollment services
- childcare services (school readiness and VPK)
- quality initiative activities
- local match support

- Inclusion services
- Support and training for the child care providers and families within their two counties

School districts in Putnam and St. Johns may participate in providing childcare services and professional development opportunities in varying capacities, depending on the provisions in their service provider's subcontract. The Legislature has mandated all school districts to provide voluntary prekindergarten services beginning in the summer of 2006.

Conclusions and Recommendations

The Early Learning Coalition of Putnam and St. Johns is using 2 of 11 governance and operations best practices. The coalition structures its board composition and member terms to comply with s. 411.01, Florida Statutes, and OEL policies, with equal representation for both counties. The coalition periodically reviews its use of administrative funding and makes necessary changes. In addition, while the coalition became a legally established corporation on July 1, 2005, its bylaws do not provide sufficient guidance for the board to operate efficiently.

To meet the remaining best practice standards and to ensure the performance, efficiency and effectiveness of its governance and operations, the coalition should participate in board member training, annually assess the board's performance, improve meeting minutes for clarity and validity, develop high-level performance measures for their plan, and have clear definitions of the committees and their authority.

In addition, to help reduce conflict and ensure accountability, the coalition should clearly delineate the roles and responsibilities of the board, executive director and committee members. The coalition should also establish a formal process for evaluating the executive director. Finally, the coalition's procedures for board meetings could be improved by implementing a consistent format (level and type of information presented) for major agenda items and by ensuring that board minutes reflect whether a quorum is present (see *Appendix B: Review of Documentation of Board and Committee Meetings*).

Summary of Conclusion for Governance and Operations Best Practices

Practice Area	Best Practice	Using Best Practice?
Executive Leadership	The coalition clearly delineates the roles and responsibilities of the coalition board and the executive director in order to promote effective working relationships.	No
Board Composition and Operations	The coalition structures its board composition and member terms to comply with s. 411.01, F.S., and OEL policies.	Yes
	The coalition organizes accessible and efficient board meetings.	No
	The board has an effective committee structure to facilitate decision-making, improve information sharing, and incorporate additional expertise as needed to ensure program success.	No
	The coalition routinely obtains legal services to advise it about policy and reduce the risk of lawsuits and instances of noncompliance with federal and state laws. It also takes steps to ensure its legal costs are reasonable.	No
Organizational Structure and Staffing	The coalition has legally established itself as a corporation in a manner that complies with Florida Law and will ensure the board is able to perform its responsibilities effectively.	No
	The coalition clearly defines its organizational structure, including procedures to manage coalition personnel effectively.	No
	The coalition's information technology supports daily operations.	No
	The coalition periodically reviews its use of administrative funding and makes changes to ensure efficient operations and to eliminate unnecessary administrative costs when appropriate.	Yes
Fiscal and Program Oversight	The executive director and coalition board exercise effective oversight of the coalition's financial operations and resources.	No

Executive Leadership Roles and Responsibilities

Best Practice 1: Not Using

The coalition's board and executive director should improve its processes to ensure effective working relationships. Specific deficiencies include a lack of clearly delineated roles and responsibilities of the coalition board, the executive director and committee members.

To ensure the success of the School Readiness and Voluntary Prekindergarten Programs, coalitions must have an effective executive leadership structure. Specifically, coalitions must have a constructive and trusting relationship between their boards and executive directors. The relationship is in jeopardy when the parties do not understand or fail to adhere to their distinct roles in the governance process. Thus, coalitions should have mechanisms in place to maintain a distinct separation of roles and responsibilities between the coalition board, executive director and committee members. The board should be the policymaking entity for the coalition, and the executive director should have the primary responsibility for implementing and managing these policies. Board members and the Executive/Admin Committee should not be directing daily operations, but rather should address operational concerns through the executive director. All major policies should be implemented with the board's approval. A coalition may use both formal and informal mechanisms to ensure each entity adheres to its proper roles and responsibilities. At a minimum, a coalition should establish clearly written bylaws and policies that comply with state and federal statutes regarding these roles and responsibilities.

The Putnam and St. Johns Coalition has not clearly delineated the division in roles and responsibilities of the executive director and board other than general statements in the bylaws. The coalition has a job description for the executive director but the division of authority and responsibility between the board chair and executive director is not clearly delineated. This has contributed to conflict among board members, the executive director and the chair. Interviews with board members reinforce the need to clarify the various roles, as the level of cooperation and trust among individual board members and coalition staff is low. During interviews, some members expressed their views that other members' actions and those of the executive director and chair overstepped their roles and responsibilities as described in the bylaws, including in the area of hiring. These concerns are likely to continue until the coalition specifies the distinct responsibilities of the board, committees, executive director and the chair in a formal policy.

The coalition has not developed and implemented a performance evaluation process for the executive director. The Merger and Personnel Merger Task Force Committee meeting held on June 6, 2005, approved hiring existing management staff and planned to conduct evaluations at three- and six-month intervals. It was not until the November 3, 2005, meeting that the board appointed a chair to take the lead for the evaluation process to review the executive director's performance. (Note: At the time of this report, a board committee was researching the review process). Current board members expressed varying opinions about the executive director's performance during interviews, thus highlighting the need to establish an agreed upon evaluation process. Some members believe the executive director is highly effective, while others believe there might be grounds for termination.

The coalition lacks policies for how board members should access coalition personnel. The board and executive director have not established bylaws or policies delineating how individual board members communicate with coalition staff regarding coalition business. The lack of such policies lessens the board's effectiveness and creates potential conflict if members individually direct coalition employees in the performance of their specific duties. While members may have valid concerns about a proposal or agenda item, direct communication between individual board members and coalition employees could undermine board function.

New board members need a formal orientation process. While the former Putnam and St. Johns Coalitions conducted orientation training for new members (prior to the merger), the coalition has not implemented formal detailed orientation training for new board members of the merged coalition. According to meeting minutes, on September 26, 2005, the executive director provided orientation manuals. However, interviews with board members did not indicate that the information in the manuals had been discussed in detail. Seven board members, some of whom had participated since before the merger, reported that they felt they had not received adequate training under the new, merged coalition structure. At the time of the review, there was no comprehensive plan in place to provide further training. At a minimum, board training should clearly explain the roles and responsibilities of the board, committees and the executive director, as well as provide programmatic information on the school readiness and the voluntary prekindergarten programs (VPK) and the Sunshine Law requirements, s. 286.011, F.S. According to the

documentation provided, the board has only received training from the AWI legal counsel on the Sunshine Law at the special coalition board meeting on November 3, 2005.

The Putnam and St. Johns Coalition has not established performance expectations or an evaluative process for the board. The effectiveness of a governing board's ability to carry out its missions can affect the success of the programs it oversees. Therefore, it is important for governing boards (such as the coalition) to establish performance expectations and periodically evaluate whether it has met those expectations. This process should not focus on the performance of individual board members, but rather on whether the board as a whole has worked effectively in providing overall guidance and direction needed in order for the coalition to achieve its objectives by utilizing the current merged coalition's school readiness plan.

Recommendations

In order for the coalition to meet indicator requirements and improve its executive leadership, OEL recommends that the coalition:

- **Specify roles and responsibilities of the board and committees in the areas of policy development and program oversight.**
- **Develop and approve performance expectations, limitations and related job responsibilities for the executive director.**
- **Formalize a process for evaluating the executive director and link to clearly defined job responsibilities and performance expectations. Although the coalition has developed and approved job descriptions, it has not developed and approved distinct, written performance expectations for the executive director. Therefore, an objective and comprehensive assessment of the director's performance is unlikely at this point. A coalition board as a whole should identify the performance expectations of its executive director in order to accurately and fairly assess whether the executive director meets them. When formulated, the performance expectations should ideally be specific, measurable, appropriate to the role, reasonable, and time-sensitive, or "S.M.A.R.T."**
- **Establish policies delineating how individual board members and coalition staff are to interact on matters concerning coalition business. In order to be informed and better able to perform their obligations, board members should have the right to speak with and engage in free exchange of information with coalition employees on matters that are pertinent to coalition business. However, the coalition should consider developing a policy that limits the ability of board members to give instructions or directions to coalition employees on daily operational issues and for staff to circumvent the organizational structure.**
- **Establish a formal orientation and an ongoing training process for new board members and provide training to current members. At a minimum, this training should cover the roles and responsibilities of the board and executive director, Sunshine Law requirements, board member ethics and school readiness and VPK program requirements.**
- **Establish a process for the board to conduct a self-assessment of its performance once a year. The self-assessment process should focus on how the board as a whole has worked effectively in providing the overall guidance and direction needed for the coalition to achieve its objectives. One way to structure this assessment would be for the board to set expectations for its performance at the beginning of the year. At a specified point before the year's end, each board member could individually rate the board's performance against those expectations and performance measurements based on the coalition plan. The results of this individual assessment could facilitate discussions to improve the board's overall performance.**

Board Composition and Operations

Best Practice 2: Using

The coalition structures its board composition and member terms to comply with s. 411.01, F.S., and OEL policies.

Section 411.01, F.S., requires early learning coalitions to maintain specific board composition and membership terms. The bylaws and OEL policy PI-0012-05 further define the composition of board membership for each coalition. The board must be composed of at least 18 but no more than 35 members, and private sector members must represent more than 1/3 of the board membership. The Governor appoints three of the private sector members and one appointee serves as coalition chair. Board members should equally represent all counties served by the coalition. The coalition should have procedures in place to maintain the provisions of the law and OEL policy. The Putnam and St. Johns coalition's membership complied with s. 411.01, F.S., and OEL policies at the time of this review. The coalition has 23 members, 11 holding private sector designations. Appendix C lists coalition board members, the county they represent and their voting status. However, based on the interviews, some members may no longer be on the board, and two members may be in jeopardy of being disqualified based on bylaw attendance requirements. For example, one board member stated he had not attended a meeting in six months and no longer worked for the provider he was supposed to represent. The coalition must ensure equal representation from each of the counties and must provide an up-to-date list of board members to OEL.

The Putnam and St. Johns Coalition lacks a formal strategy for recruiting private sector board members. As noted in OPPAGA and OEL monitoring reports, coalitions have historically experienced some difficulty maintaining the required private sector membership. While the Putnam and St. Johns Coalition currently meets the requirements for private sector membership, it would be prudent for this coalition to develop strategies that provide for the ongoing recruitment of individuals from the private sector.

Recommendations

OEL recommends that the coalition improve its procedures for maintaining appropriate board membership by:

- **Developing and implementing specific strategies to provide for an ongoing recruitment of individuals from the private sector to serve as board members.**
- **Maintaining a current listing of the membership and submitting amendments to the board's membership to OEL.**

Best Practice 3: Not Using

The coalition lacks adequate policies and procedures to ensure accessible and efficient board meetings.

The primary goal of all early learning coalition board meetings should be to come to sound decisions on policy issues presented during a particular meeting. To meet this best practice, the coalition board and staff should have mechanisms to ensure board and committee meetings run efficiently and policy discussions and decisions are open and accessible to the public. When meetings consistently last longer than the time allotted, it may indicate that appropriate mechanisms are not in place or are ineffective.

Board members and coalition staff also need to ensure the coalition notices public meetings through various avenues and makes them accessible and open to the public. According to the Sunshine Law, s. 286.011, F.S., a record of meeting notices is also necessary for audit purposes. For example, boards must provide reasonable notice for all meetings. Meeting notices can vary depending on the details of the situation. The coalition must give notice of meetings at such time and in such a manner as to enable the media and the public to attend. The law supports the use of various forms of meeting notification. For example, the coalition could achieve this by not only using local newspapers, the Florida Administrative Weekly and the coalition website, but also by posting in other locations, such as the public library and the health department, to reach a broader community population. In addition, the coalition should schedule meetings at times that are not in conflict with the work hours of the majority of the public.

The review identified numerous deficiencies and areas where the coalition could improve general procedures for board meetings. Specific deficiencies are discussed below:

- **The coalition does not maintain a master calendar of events.** The coalition did not provide the review team with a master calendar showing the dates of major events relating to coalition business for fiscal year (FY) 2005-2006. A comprehensive master calendar could help ensure the coalition meets all legal requirements and places matters on the board agenda in a timely manner.
- **The coalition has administrative procedures for board meetings, but inconsistent practices regarding record keeping, quorums and unauthorized voting undermine the integrity of the decision-making process.** Meeting minutes are missing critical details. The coalition board minutes do not reflect whether a quorum is present. While interviews with board members indicated that quorums were determined at meetings they attended, the published minutes do not reflect whether the board verified a quorum prior to taking formal action on agenda items. It is not clear whether all board decisions reflect a quorum of voting members present. At the time of the site review, the board and committee agenda and minutes did not consistently reflect the correct names of the committees or identify meeting locations, and not all were dated. Since then, the coalition has begun to improve the quality of its board documentation.
- **Major agenda items considered by the board lack a consistent format and level of information presented.** Based on the review of meeting packets and on interviews, it is clear that the level, quality and quantity of information board members receive in writing varies considerably. To ensure board members understand the issues and actions needed for major agenda items discussed, the coalition should develop and implement a consistent template or format (including a standard coversheet) to present items to board members. Such a format or template would include written information, such as:
 - Several alternative courses of action for consideration
 - How the action will be accomplished
 - How the proposed action might affect parents and children
 - Name of sponsor/presenter

Out of 35 board members interviewed, 14 said they did not feel they received enough information. These interviewees felt that programmatic discussions occurred at the committee level, and that the information was not explained thoroughly at the board meetings. In some instances, information appeared different from what was presented to the committees, but board members could not determine precisely where the changes were made. In addition, some new board members felt that they were not as informed as they would like to have been, but did not feel comfortable asking questions, so they approved the actions anyway.

- **Board and committee meeting times could conflict with the work hours of many citizens.** The State Attorney General's Sunshine Manual emphasizes that all aspects of public meetings must facilitate broad attendance. Prior to the merger, meetings were sometimes held in the evening. Since the merger in July 2005, the Early Learning Coalition of Putnam and St. Johns Counties conducts meetings in the afternoon, usually at 4:00 p.m. The Executive/Admin Committee regularly holds its monthly meetings during business hours (10:00 a.m.) as does the Putnam Program Oversight Committee (9:30 a.m.). The St. Johns Program Oversight Committee regularly meets at 4:00 p.m. These meeting times could be difficult for citizens who work during the day. The coalition should consider scheduling some of its future board and committee meetings at times that are convenient for board members and citizens who work during the day (e.g., after 5:30 p.m.). During a conference call on April 4, 2006, the executive director stated that there are upcoming evening meetings on the board schedule.
- **The board does not schedule workshops or work sessions for controversial or important issues.**² Some governing boards schedule workshops or work sessions with no votes or formal actions to allow board members to hold preliminary discussions of items with each other and with staff. A workshop differs from a committee meeting because it is strictly informational with no formal board business. For example, major financial or budget decisions are good candidates for workshops due to their importance and the need to have a thorough understanding of the issues before reaching a decision. This process allows the substantive issues relating to an item to be the focus of the discussion during actual board meetings.
- **Clear policies are missing regarding how and when voting/nonvoting board members (or service providers) may participate in coalition discussions concerning their services.** Many board members expressed concern about the lack of clearly defined guidelines on how individual board members who are also service providers may participate in formal board discussions that involve services they currently provide or may provide in the future. In these circumstances, OEL policy provides that affected members may participate when asked questions or when requested to make presentations to the board. OEL policy FPSR-PI-PPA-04-02 requires these members to only present facts in a manner that does not attempt to influence the board's decision. However, several board members pointed out that this policy is open to interpretation and were unsure when it was appropriate for certain members to participate in discussions, and some indicated confusion on whether or not they could vote.
- **Minutes need to be more professional by checking for accuracy in spelling and consistency of formatting.** Acronyms (e.g., DIBELS), board member names and other common words are misspelled or improperly hyphenated throughout the minutes. Further, the review team did not observe consistent documentation of the meeting location and date in every agenda and set of minutes presented by the coalition. Formal review and acceptance of meeting minutes was also not consistently documented.
- **Meeting audiotapes were of poor quality and of little value in monitoring actions taken during the meetings.** When the review team attempted to listen to meeting audiotapes, the sound quality was either poor or inaudible.
- **Documentation regarding the timely noticing of meetings is inconclusive.** As per the Florida Sunshine Law, coalitions must notice all public meetings. According to interviews, although the coalition posts meeting notices, they do not always post them in publicly accessible venues or settings. In addition, reviewers could not determine the dates of the postings.
- **The coalition does not always present information to the board in a timely manner.** The executive director stated that the board receives relevant information a minimum of five days prior to the board meetings, but many of the members stated in their interviews that they did not receive materials far enough in advance of meetings.

² Based on a symposium of meeting minutes as reviewed by the Office of Early Learning Team.

Recommendations

In order for the coalition to ensure it has effective board meetings, OEL recommends that the coalition:

- Establish a master calendar that shows the dates (or tentative dates) of major events relating to coalition business for FY 2006-2007. The calendar could help ensure the coalition meets all legal requirements and places issues on the board agenda in a timely manner.
- Ensure board minutes reflect that a quorum is present prior to the board taking formal actions on agenda or other items. The minutes should also reflect details on vetoed or approved items.
- Establish what information board members receive for major agenda items and how the coalition presents that information (format or template). This information should typically include:
 - Ratified board items initiated by nonvoting member(s) should go back to their respective committee(s) for review/discussion and then be presented again to the coalition board for review/approval,
 - The reason for the recommended action on the item,
 - How the action will be accomplished and the desired results, as anticipated,
 - What alternatives have been considered,
 - What resources will be needed (specific funding sources identified),
 - Who will be affected and whether they have been advised of and given opportunity for input on the proposed action,
 - How the proposed action will affect parents, children, providers and local communities,
 - The policy or law that applies to the item, and
 - The timeline for implementing and completing the proposed action.
- Ensure documentation continues to specify the meeting dates and the relevant county in each agenda and set of meeting minutes.
- Revise board and committee meeting schedule to ensure meetings are at times that will not conflict with the work hours of citizens or members who work during the day (e.g., after 5:30 p.m.)
- Schedule board workshops or work sessions for controversial or important issues. These workshops, which are strictly informational, should allow board members to hold preliminary discussions of items with each other and with staff.
- Develop coalition policies that supplement current OEL policies regarding board member ethics; in particular, coalition policies that delineate how board members who are also service providers may participate in formal board discussions that involve services they provide. At a minimum, these policies should include procedures that ensure compliance with OEL policies, while also providing affected members (or entities they represent) adequate opportunity to present information on the effectiveness and quality of their programs and services.
- Establish a standard time at the start of each board meeting to allow board members to request additions or corrections to all draft minutes prior to approval, and to adopt all finalized minutes by vote.
- Obtain better audio recording equipment or hold the meetings in a facility that provides microphones. Often, facilities will offer recording services for a minimal fee or free if the client provides the audiotapes.

Best Practice 4: Not Using

The board does not have an effective committee structure to facilitate decision-making, improve information sharing and incorporate additional expertise as needed to ensure program success.

Utilizing committees is a crucial component for the early learning coalitions. Although the coalition relies on the board to address and make major policy decisions, effective committees can facilitate decision-making, improve information sharing and incorporate additional expertise as needed between board meetings. The board may form committees to address key components of the coalition, such as the coalition plan and programmatic areas, administrative and fiscal issues, board membership and officers, community outreach and partners and quality initiatives. Utilization of such committees gives board members, childcare providers, community agencies and parents the opportunity to become more educated and involved before the board makes major decisions.

The coalition has established several committees to support its operations, including:

County Program Committees: These committees address issues related, but not limited to, provider reimbursement rates, prioritization of service levels, parent fee schedules, private sector nominations, county School Readiness Plan items, contract procurement recommendations by county, discretionary funds, quality initiative decisions and county match and county solicited funding. Furthermore, the chairs of the County Program Committees may also form ad hoc committees within their program area. The county committees consist of a chair and other representatives from the community as selected by the chair, in addition to balanced representation from the community, including private providers.

Executive/Admin Committee: The committee has the authority and full empowerment of the coalition to make decisions on behalf of the coalition board. The committee membership consists of a committee chair, a member of the coalition appointed by the board chair, and other coalition members, maintaining equal representation from both counties.

Although the coalition has established several committees to facilitate decision-making, several areas of committee functioning need to be improved.

Inconsistent use of committee roles and titles creates confusion that could lead to significant problems. The titles listed in the bylaws and in the minutes for board meetings do not always match. For example, the review team found inconsistencies in the committee titles listed in the bylaws as compared to the coalition board minutes from the June 27, 2005, 6:00 p.m. meeting. The bylaws do not reflect the same committees identified in this meeting. The Executive Committee is mentioned separately from the Admin/Finance Committee in the meeting minutes, but the bylaws only recognize one committee called the Executive/Admin Committee. In addition, three other committees are identified differently from the wording in the bylaws: Program Oversight, Program Initiatives, and Community Outreach and Awareness.

Efficient and effective decision-making is not supported by the bylaws. Under the current bylaws, the board chair lacks sufficient authority to circumvent or override delays in committee decision-making, creating impediments to action. For example, the executive director's three-month performance evaluation was due in September. However, the committee assigned to develop the performance evaluation for the executive director was not fully staffed until January.

Inappropriate and inconsistent policies and practices regarding meeting participation and quorums compromise the board's decision-making process. Based on the bylaws, there is no committee requirement for a quorum. With no requirement for a quorum at the committee level, a small number of committee members can make major decisions that can affect the whole coalition. In addition, the bylaws allow anyone who attends the County Program Committee meetings, whether they are a board member or not, to participate and vote on matters before the committee. Since the program committees are an integral part of the coalition's decision-making process, this practice seriously undermines the integrity of the process. For example:

- A board member received a \$1,000 sponsorship for training awarded by the committee she chaired; and
- During the Executive/Admin Committee meeting held on July 28, 2005, the coalition allowed a nonvoting private childcare provider representative (see Exhibit 2) to make a formal motion to ratify several items before the board. When no one seconded one of the items, the board rescinded the motion and another voting member made a motion to ratify with the nonvoting member seconding the motion for passage.

Exhibit 2

Unauthorized Voting Procedures Occurred at a Coalition Board Meeting Held on September 26, 2005

During the merged board meeting of 9/26/05, a nonvoting representative made the motion to ratify the following items:

1. Articles of Amendment
2. Bylaws with changes
3. Combined Community Service Plan
4. Continuity of Operations Plan
5. Operating Policies and Procedures
6. Coalition paying ½ the cost of Kiwanis membership in both counties
7. General brochure \$750 for \$1,000
8. Moving Dede Sharples from the mandated licensing seat to an optional DCF staff member
9. Technical Assistant position to participate in the PERKS grant
10. Sub-recipient determination for primary services/central agency providers
11. Revised personnel budget
12. Start with the Arts Workshop in Putnam
13. *Sponsorship of up to 15 providers to the Early Childhood Association Conference, not to exceed \$4,500 in St. Johns*
14. Trent Higginbotham as a private sector member to replace Edith Aldrich

Note: Emphasis added

Source: Putnam and St. Johns Early Learning Coalition

Recommendations

In order for the coalition to develop an effective committee structure, OEL recommends that the coalition:

- **Use consistent committee names as specified in the bylaws.**
- **Clearly define the membership of all committees (including the two county program committees) that are formally involved in the board's decision-making process.**
- **Ensure the board chair or the full board make changes to committee membership and structure in advance of scheduled committee meetings.**
- **Ensure only voting members of the coalition participate in formal actions at board meetings.**
- **Take immediate steps to amend the bylaws to allow only board members to vote on actions before the County Program Committee.**

Best Practice 5: Not Using

The coalition does not routinely obtain legal services for advice about policy in order to reduce the risk of lawsuits and instances of noncompliance with federal and state laws.

To meet the intent of this best practice, coalitions should have appropriate input on legal matters. There are several approaches that the coalition could take to acquire legal services; a thorough evaluation would help to determine which would be more cost effective. The coalition should evaluate legal services including hourly rates, retainer fees and the total annual expenditures for accuracy and appropriateness.

The Putnam and St. Johns Coalition lacks a formal process to retain a local attorney to advise, counsel, and represent the board, the members of the board, the chair, and employees. The coalition should develop a formal process to retain legal counsel to protect the board and coalition from legal action. This process would also support any review of administrative policies and documentation developed by the coalition for state and federal compliance.

The coalition does not regularly compare its legal costs with local or state norms. It is important for the coalition to compare these costs to be sure they are appropriate.

Recommendations

In order for the coalition to obtain adequate legal services, OEL recommends that the coalition establish a formal agreement and retention with an attorney for services as needed.

Organizational Structure and Staffing

Compliance Indicator 6: Not Using

While the coalition has legally established itself as a corporation in compliance with s. 617.0202, Florida Statutes, and with OEL policy PI-0005-05, its bylaws do not provide sufficient guidance to enable the board to operate effectively.

The purpose of this best practice is to ensure coalitions comply with s. 411.01 (3)(l), F.S., which became effective January 2, 2005. This bill directs the Agency for Workforce Innovation to adopt criteria for the approval of school readiness plans. In addition, bylaws are essential for the effective functioning of any governing board; therefore, they are included in the required documentation for this best practice indicator.

In compliance with the Florida Statutes, the Early Learning Coalition of Putnam filed The Articles of Amendment to the Articles of Incorporation on June 28, 2005, with the Florida Department of State, Division of Corporation in accordance with s. 617.0202, F.S., and with OEL policy PI-0005-05. Putnam became the surviving corporation and the Early Learning Coalition of St. Johns County is the dissolved coalition. The Articles of Incorporation contain requirements as established in s. 617.0202, F.S., and the bylaws contain the requirements set forth in s. 617.0206, F.S.

The coalition's bylaws lack some critical elements of effective governance, procedures. The coalition's bylaws address many key elements of governance such as the scope of board's decision-making authority, the process for amending the bylaws, and the number/proportion of members needed for a quorum. However, the bylaws do not address some critical issues needed to ensure effective governance. Specific elements not addressed by the bylaws include:

- a process for interpreting the bylaws when necessary;
- a dispute resolution process for coalition staff, providers, and parents; and
- a conflict of interest clause that when signed by board members signifies their agreement to comply

In addition, as noted earlier, the coalition's bylaws state that committees of the board are not required to have a quorum for voting purposes.

Recommendations

In order for the coalition to provide sufficient guidance to its board, OEL recommends that the coalition review and amend its bylaws to address critical elements identified in this report and to ensure all committees with formal decision-making authority are required to have a quorum for votes.

Best Practice 7: Not Using

The coalition does not clearly define its organizational structure, including procedures for effective management of coalition personnel.

As with all organizations, it is important for coalitions to structure the roles and responsibilities of each organizational unit in order to effectively operate and manage the coalition and personnel. To meet this best practice, the coalition board should have mechanisms to ensure the administrative and daily operational functions of the coalition are effective and efficient.

The coalition has made some positive progress in defining its organizational structure. The coalition approved the hiring of the two existing administrative staff, their job descriptions, and relocated the Putnam and St. Johns coalition offices to locations that are more convenient. The coalition also demonstrated that the executive director's salary and benefits have been reviewed and approved by the board and are comparable to those of similar coalitions.³ In addition, the coalition maintains accurate, up-to-date job descriptions. The organizational structure, hiring of additional employees, personnel policies and the executive director's job performance evaluation process were still in progress at the time of this review.

Personnel challenges created a less than desirable transition during the merger. The challenges the coalition had in making personnel decisions, which strained the working relationships between the newly merged board members and the coalition staff, include:

- Selection of a nonvoting member to sit on the Personnel Task Force Committee as a representative from St. Johns. This member gave personnel recommendations to the committee in the process of hiring the executive director.
- Disagreement between Putnam's chair and task force members, which delayed crucial personnel decisions.
- Turnover of the assistant executive director/contracts/fiscal director twice within a three-month period. The assistant executive director submitted a letter of resignation on August 18, 2005. The Personnel Task Force Committee met to readdress this position's job title and description and approved hiring a replacement to fill this position effective September 2, 2005. The coalition terminated the employee hired to replace the assistant executive director as the fiscal/contracts director on November 15, 2005. The third replacement hired by the executive director on November 22, 2005, would be effective on November 28, 2005.
- Filing of a letter of concern regarding board members functions.

Instability regarding basic personnel matters has affected the coalition's ability to perform necessary functions. Employee turnover of the assistant executive director/contracts/fiscal director and changing position titles and job responsibilities, as well as procedural differences between the Personnel Merger Task Force and board have created substantial operational delays and challenges. Specific operational functioning affected by the unstable personnel matters include:

- prolonged development and staffing of the performance review process for the executive director,
- untimely completion of committee and board minutes, and
- inadequate contract monitoring and program oversight (discussed later).

The current organizational chart (see Exhibit 1) mixes the coalition's operational structure with the board committee structure and thereby confuses the lines of authority. The coalition revised the original organizational chart at the time of the on-site review to incorporate three employees' positions that began work at the end of November. At the time of the review, the Personnel Task Force Committee had revised the previous administrative position located in St. Johns County to become a program/outreach coordinator position. The coalition board ratified these personnel

³ Document C11a-2004 Wages and Salary Survey conducted by Parilla & Associates.

revisions on September 26, 2005. However, the coalition had not amended its bylaws, which state that there will be an administrative presence in each county, to reflect these personnel position changes. In addition, the coalition board had not reviewed the revised organizational chart at the time of this review.

The review team identified several deficiencies as noted below.

- The coalition should amend the bylaws to define what constitutes an “administrative presence.”
- Although the organizational chart depicts three coalition committees, it does not reflect the official title of the Executive/Admin Committee as stated in the bylaws. Both the bylaws and the organizational chart should reflect consistent committee titles.

As written, the coalition’s personnel policies are inconsistent; therefore, they do not meet legal and policy requirements. While the draft personnel policies and procedures cite relevant laws that guide personnel decisions, there are discrepancies in several areas of the document that coalition staff should review for possible revision⁴. For example, the policies contain conflicting statements as to whether part-time personnel are eligible for paid holidays.

Recommendations

In order for the coalition to meet this best practice, OEL recommends that the coalition:

Request that the board approve the committees’ official titles, membership, structures and responsibilities.

Draft an accurate organizational chart, reflecting staff titles according to the bylaws and current structure of the coalition. Committees and service providers are an optional part of the coalition’s organizational chart.

Review and clarify Sections III and IV of the personnel policies and procedures relating to performance evaluation and part-time holiday pay in order to effectively oversee and manage human resource activities with the employees.

⁴ Personnel Policies and Procedures were in the final draft during the special review and were then approved at the November 15, 2005, Executive/Admin Committee meeting. The coalition board planned to ratify these policies at the January 25, 2006, meeting.

Best Practice 8: Not Using

The coalition does not have procedures for security of information technology in supporting daily operations.

Section 411.01, F.S., states that the records of children enrolled in school readiness programs are confidential and exempt from s. 119.07(1), F.S. Additionally, the records of voluntary pre-kindergarten children are exempt from public disclosure pursuant to s. 1002.72, F.S. As a custodian of these records, it is important that coalitions follow the guideline established in the Department of Management Services, Administrative Policy/Process on Protection of Sensitive Data to protect critical information.

The coalition lacks policies to ensure the accuracy of data. In supporting daily operations, it is important to maintain a degree of accuracy. The coalition does not have a policy or monitoring plan that addresses the accuracy of data. An interview with the executive director indicated that the coalition ensures the accuracy and completeness of school readiness data through review of provider data reports, client file monitoring and review of invoices. However, while these activities could assist with ensuring the quality of data, the review team found that the coalition is not performing these activities in a consistent or effective manner. Related findings are listed below:

- **Reviewers found no consistent evidence that the service provider carried out its responsibilities to ensure data quality.** Currently, the two contracted service providers are responsible for the Enhanced Field System (EFS) and the duties of an information technology security officer(s). Coalition contracts include clauses that described each service provider's requirements to keep accurate data, submit accurate invoices and make documentation available for coalition monitoring. However, according to the executive director, the providers are not meeting these requirements. In addition, provider report calendars for both providers indicated that detailed program reports were due to the coalition by the 20th of each month. The team received no evidence to indicate that such verification reviews occurred. In addition, the executive director did not know what data security provisions the contracted service providers implemented. At the time of the review, the coalition had not researched or taken contract enforcement actions.
- **No monitoring of client files to validate data in EFS has occurred for the current fiscal year.** The executive director stated that the coalition would outsource this function later in the program year. However, the job description for the Fiscal/Contract staff includes the responsibility for monitoring. The original contract with Episcopal Children's Services (ECS) stated that they would monitor the performance factors on a biannual basis within six months of the contract date of July 1, 2005. The contract included an attachment of the sample monitoring tool. To be in compliance as stated in the original contract, the coalition needed to monitor this service provider in January 2006. As of the date of this report, the coalition was in the process of procuring monitoring services from an external provider. In addition, on April 5, 2006, the executive director reported that the ECS contract had been amended to allow for annual monitoring. Therefore, the anticipated January 2006 monitoring did not occur.

Recommendations

In order for the coalition to maintain security of their information technology, OEL recommends that the coalition:

- **Ensure the board develops a policy concerning how they will oversee implementation of information technology security.**
- **Implement information technology security, job requirements and performance measures in the Information Technology Security Officer(s) contracts and/or job descriptions.**
- **Ensure the executive director is aware of and understands the security provisions implemented by the service provider.**
- **Monitor Episcopal Children's Services (ECS) in keeping with the contract terms. The contract with Episcopal Children's Services states that the coalition will monitor the performance factors on a biannual basis within six months of the contract date of July 1, 2005.**
- **Establish and document regular review and analysis of program data.**

Best Practice 9: Using

The coalition reviews its use of administrative funding to ensure efficient operations.

Section 411.01, F.S., stipulates that as part of the plan review and approval, the Agency for Workforce Innovation shall require that the total administrative expenditures not exceed 5%. In doing so, each early learning coalition ensures that their approved administrative budget does not exceed the limits established by law and does not use non-direct service funding for general administrative functions. Coalitions should comprehensively and regularly review and approve its use of administrative funding and staff levels through mechanisms, such as coalition stakeholder input and reasonable assessment at the committee level. The coalition should also consider regular assessments of the administrative staffing levels, number of children served and the types of functions provided when reviewing administrative costs.

The Executive/Admin Committee makes decisions about the coalition's administrative budget and expenditures, which the board ratifies at full board meetings. For example, minutes indicate that the committee has discussed fiscal transactions, bank accounts, reconciliation reports and other fiscal procedures at a greater level of detail than what is generally discussed by the full board. The November 3, 2005, minutes indicate that the board reviewed its use of administrative funding to ensure efficient operation and to eliminate unnecessary administrative costs.

Fiscal and Program Oversight

Best Practice 10: Not Using

The executive director and coalition board have not provided effective oversight of fiscal and financial operations. Specific deficiencies include the inability to gain timely access to fiscal records and inadequate discussion of fiscal issues with the board.

Coalitions maintain sole responsibility for overseeing all programmatic and fiscal records and retain direct management of this process. As such, it is important that coalitions have comprehensive and consistent procedures for managing all administrative functions and records. To be effective, this process should ensure the board and staff receive ongoing training on programmatic requirements and financial provisions to assist them in understanding the VPK/school readiness programs. In addition, the board and executive director should have input into the development of essential programmatic elements contained in the coalition's plan, and should have a system in place to relate it to the financial provisions of the grant award.

The coalition has shown effective management in some areas of fiscal oversight, such as payroll services, coalition budget and sub-recipient contracts, board approved staff administrative expenditure limitations, compliance with the Florida Single Audit Act and strategies for maximizing revenue and in-kind services. The coalition purchases payroll services through agreement with ADP Small Business Services. The coalition maintains oversight of these fiscal records through receipt of reports capturing monthly and year-to date totals for each employee, including gross through net payroll breakdown.

The coalition does not maintain all coalition fiscal records in a manner that ensures timely access to the information. The bylaws state: "Bank statements will be mailed to the fiscal director of the coalition...each county will maintain separate budgets and will receive separate budget reports by county." According to an interview with the executive director, the coalition's fiscal director works at the central coalition office in Palatka where the coalition stores Putnam fiscal records, while the coalition maintains its fiscal records for St. Johns County in a separate location in St. Augustine. The executive director further stated that keeping records at two sites requires "extra effort." This division of staff locations, record storage locations, and fiscal reporting procedures could cause communication problems and delays in accessing records, which might affect accuracy and timeliness of processing.

The coalition has not provided ongoing training and information to board members to a degree that would adequately help them understand VPK/school readiness budgeting and finance issues. Only long-term members expressed comfort with making financial decisions during interviews with board members. Newer members mentioned a lack of understanding of fiscal issues and dependence on the decisions made by the Executive/Admin Committee. None of them could recall having fiscal training provided to board members.

A review of documentation presented by the coalition from the first three merged board meetings (in June, September and November 2005) did not indicate that the coalition board regularly received and discussed financial statements. Tracking utilization in the school readiness budget is an important part of fiscal management that requires review and adjustments throughout the year. Coalition boards are also responsible for approving budget and monitoring expenditures. Based on the files presented (e.g., minutes, statements), the team could not conclude that the board regularly reviews balance sheets and financial statements. In addition, board members expressed in interviews that they were not comfortable making these decisions and that the coalition did not provide them with sufficient information on finances. In addition, maintaining adequate match is also an important part of financial management. The board did not discuss this at their meetings.

Recommendations

In order for the coalition to provide effective fiscal oversight, OEL recommends that the executive director or designated staff:

- Consolidate fiscal records for both Putnam and St. Johns in the same location as the fiscal director.
- Regularly review financial statements.
- Review quarterly financial statements, including revenue, expenditures and projections at board meetings.
- Give data to the board concerning surplus/deficit projections.

Best Practice 11: Not Using

The executive director and coalition board's effective oversight of the coalition's programmatic allocations and development is lacking in some areas, such as ongoing programmatic training, particularly board members, and updating of information, plan development, timely and thorough review of programmatic reports and monitoring of both service providers.

To ensure effective oversight of its programs, the coalition must provide board members with ongoing training updates of information regarding the programmatic requirements of VPK and school readiness programs. Coalition boards and executive directors should also have input into the development of the coalition's school readiness plan, including assessment activities, curriculum issues, the monitoring process, family support services, service priorities, professional development for providers and quality initiatives. In addition, coalitions should regularly receive and review programmatic reports with a focus on correlation and compliance with the coalition's plan.

Board members and coalition personnel are not receiving ongoing training and information regarding the programmatic elements of VPK and school readiness programs. Interviews with board members indicate a high level of disagreement as to whether they have received ongoing training on programmatic elements. Some members indicated that they had received training while other members expressed frustration with the lack of training. The executive director indicated that in the past, board members were encouraged to attend OEL workshops, training and conference calls and then report to their respective committees and/or the board. Since the merger, there have been four board meetings and no opportunity for outside training.

Board members expressed concerns about programmatic decision-making process. Although board members are supposed to have input on all programmatic elements, many members expressed in their interviews that they were "rubber stamping" all committee decisions and did not have real input or understanding of issues. Although board minutes reflect discussion of issues, many members stated that they felt they were voting on issues that they did not fully understand. One member stated that being on the board felt like a waste of time.

The executive director does not always receive and review programmatic reports and data in a timely manner. Communication between the executive director and staff with sub-contractors/sub-recipients occurs almost daily via either telephone or email. However, the executive director does not feel that she receives reports from providers in a timely manner. At the time of the review, the coalition had not researched or taken contract enforcement actions. Copies of emails and public notices are available, but, according to the executive director, the coalition does not keep a telephone log.

The board does not always receive and/or review essential programmatic reports about sub-recipient/contractor services. Many of the members felt that they did not receive materials far enough in advance of meetings. Meeting minutes do not always reflect board review, and the reports are evident in the meeting packets. Three board members stated that information about contractors did not come to them timely, and sometimes was not provided by the executive director until the board meeting itself. One mandated board member who has served on several boards since 1999 felt that the contracted providers needed to be more accountable and that their materials should be ready ahead of time.

The merged coalition has not conducted an annual assessment. The coalition has not conducted an annual assessment and does not have plans to initiate an assessment process. The executive director has indicated that the board might periodically adjust or amend its objectives before the end of the fiscal year to reflect changes in community standards, child needs, or board direction. Copies of each county's annual report published prior to the merger are available for review.

There are two program committees, one for each county, and they operate very differently; this division presents a challenge for effective program oversight. From information obtained in interviews, the Putnam committee is more concerned with children's issues and programs, where the St. Johns committee is more business and process oriented, making it difficult to reach consensus on issues. Then issues go to the Executive/Admin Committee, which must sort out everything that comes from both program committees.

Recommendations

In order for the coalition to develop effective programs and programmatic allocations, OEL recommends that the coalition:

- **Ensure board members receive ongoing training and information regarding the programmatic elements of VPK and school readiness. Site visits should be a part of training.**
- **Keep a communication log to document telephone conversations regarding coalition business.**
- **Conduct regular monitoring of the progress made in achieving the objectives and initiatives contained in the plan.**
- **Develop provider contracts that include incentives for timely provision of data.**

Appendix A

Best Practices for Coalition Governance and Operations

Practice Area	Best Practice
Coalition and Executive Director Roles and Responsibilities	The roles and responsibilities of the coalition and executive director have been clearly delineated, and board members and the executive director have policies to ensure they have effective working relationships.
Board Composition and Operations	The board composition and member terms comply with ch. 411 (5)(a), F.S., and OEL policies, and the coalition has developed strategies to maintain compliance particularly with regard to private sector members.
	The coalition and executive director have procedures to ensure board meetings are efficient and effective.
	The board has established an effective committee structure to facilitate decision-making, improve information sharing and incorporate additional expertise as needed to ensure program success.
	The coalition routinely obtains legal services to advise it about policy and reduce the risk of litigation and instances of noncompliance with federal and state laws.
Organizational Structure and Staffing	The coalition has legally established itself as a corporation in a manner that complies with Florida Law and OEL policies and will ensure the board is able to perform its responsibilities effectively.
	The coalition's organizational structure has clearly defined units and areas of responsibility, and the coalition has procedures to effectively manage coalition personnel.
	The coalition periodically reviews its use of administrative funding and makes changes to ensure the board is operating efficiently and effectively and to eliminate unnecessary administrative staff positions when appropriate.
Fiscal and Program and Resources	The executive director and coalition board exercise effective oversight of the coalition's financial resources.
	The executive director and coalition board exercise effective oversight of the coalition's programs and services.

Appendix B

Review of Documentation of Board and Committee Meetings

Caroline Smith, Reviewer

December 8 and 9, 2005

- Files were incomplete
- Documents were not clearly labeled to indicate the type of meeting or counties involved
- Minutes of one meeting were filed in the next meeting folder when they were approved

Meeting	Separate Folder	Agenda	Minutes	Handouts	Sign-in Sheets
Board 6/27/05	Yes	Yes	In 9/26 folder	Yes	Yes
Board 9/26/05	Yes	Yes	In 11/27 folder		
Board 11/3/05	Yes	Yes	Draft	Yes	Yes
St. Johns Program 7/25	Yes		Yes		
St. Johns Program 8/22	Yes		In 9/22 folder	Yes	
St. Johns Program 9/22	Yes	Yes	Written notes		
St. Johns Program 10/24	Yes	Yes	Yes	Yes	
St. Johns Program 11/28	Yes	Yes	Handwritten draft		Yes
Merged Program 7/12			Found in 9/26 board folder		
Merged Program 9/13			Found in 10/11 folder		
Merged Program 9/22			Found in 10/11 folder		
Merged Program 10/11	Yes (2 separate folders)		Handwritten draft		Yes
Merged Program 10/18	Folder mislabeled as 11/7		Found in 11/7 folder		
Merged Program 11/7		Yes	Handwritten		Yes
Putnam Program 7/12	All in one folder with the following: 9/13 agenda 8/2 minutes and backup 9/13 handwritten notes				
Putnam Program 8/2					
Putnam Program 9/13					

Appendix C

Current Board Membership

Board Member	County Representing	Voting Status	Position
Stephen Saucier	Putnam and St. Johns	Voting	Chair
Ester Tibbs	Putnam	Voting	DCF Representative
Lucy Brosky	Putnam	Nonvoting	District Superintendent
Vickie Cofield	Putnam and St. Johns	Voting	RWB – or designee
Diana Coyle	St. Johns	Voting	County Health Department
Vacant	St. Johns	Voting	Children's Services Council
Dr. Patrick Arnwine	Putnam and St. Johns	Voting	Community College Designee
Ben Rich	St. Johns	Voting	County Commissioner
Betty Flagg	Putnam	Nonvoting	Central Agency Administrator
Mary Ann Holanchock	St. Johns	Nonvoting	Head Start Director
Bernard Lewis	Putnam	Nonvoting	Faith Based Provider
Barbara Parker	St. Johns	Nonvoting	Private Child Care Provider
Kathy Mankinen	St. Johns	Nonvoting	Representative of programs for children with disabilities
Francisco Jimenez	Putnam	Voting	Private sector
Kory White	Putnam	Voting	Private sector
Melissa Higginbotham	Putnam	Voting	Private sector
Trent Higginbotham	Putnam	Voting	Private sector
Sam Collins	Putnam	Voting	Private sector
Nancy Pearson	St. Johns	Voting	Private sector
Jim Rerisi	St. Johns	Voting	Private sector
Malinda Peebles	St. Johns	Voting	Private sector
Ken Forrester	St. Johns	Voting	Private sector
Dede Sharples	Putnam	Voting	DCF staff