2021

Determining the Feasibility of Creating a New York State Early Childhood Integrated Database

Center for Human Services Research, University at Albany

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March 30, 2021

This work is supported by the Preschool Development Grant Birth through Five Initiative (PDG-B-5), Grant Number 90TP0019-01-01, from the Office of Child Care Administration for Children and Families, U.S. Department of Health and Human Services. Its content are solely the responsibility of the authors and do not necessarily represent official views of the Office of Child Care, the Administration for Children and Families or the U.S. Department of Health and Human Services.

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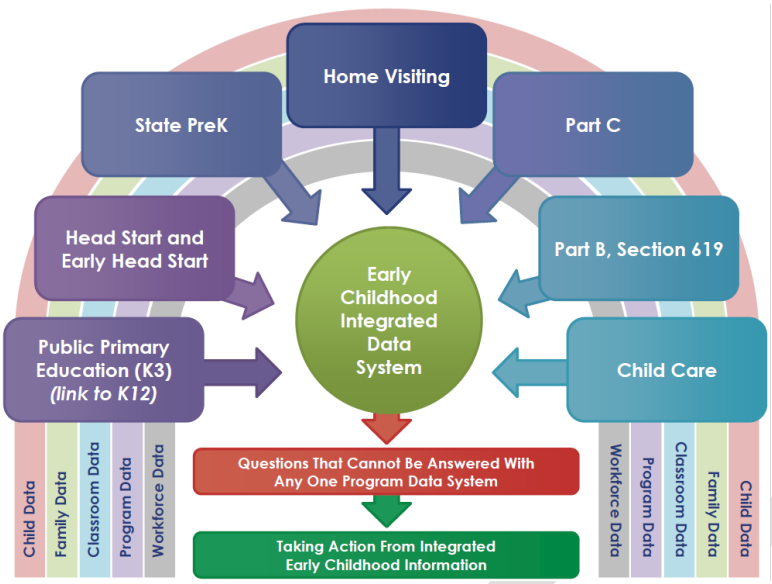
Introduction

New York State's commitment to building a stronger and more effective early childhood care and education (ECCE) system is evidenced by its diverse and robust mixed delivery system of programs, services, and supports available to young children and families. However, addressing questions related to service availability, utilization, and effectiveness can be challenging given the lack of an integrated early childhood integrated data system (ECIDS) in the state. An ECIDS collects, integrates, maintains, stores, and reports on information from the many programs comprising the ECCE system (See Figure 1), including data about individual children and their families; early childhood programs, providers, and services; and the early childhood workforce. ECIDS data can be used to address program and policy questions that cannot be otherwise answered using a single database or data source and provide policymakers with a more complete picture of who receives specific services and the short- and long-term associated outcomes. Specific, policy questions that an ECIDS can help inform include:

- Are early childhood (birth through five years old) services effective, equitable, and responsive to the diverse needs of families?
- What different combinations of early childhood programs and services do children receive before entering kindergarten?
- What is the education background of the staff and administrators of early childhood programs and what effect do these backgrounds have on child outcomes?
- What impact does high-quality vs. lower quality early childhood programs have on child outcomes?
- How are these combinations of services related to child outcomes at kindergarten entry and subsequent grade levels?

Figure 1. Graphical Depiction of an ECIDS



Source: Statewide Longitudinal Data Systems Grant Program
https://slds.grads360.org/#communities/pdc/documents/17882

In 2018, the Early Childhood Data Collaborative[1] assessed states' capacity to link data across early care and education programs at the child-, program-, and workforce-level (see Table 1).[2] On a national level, since 2010, significant progress has been made to link early childhood care and education data. At the time of the survey, 22 of the 50 states (44%) were linking child-level data with an additional 12 states (24%) having plans to link data in the future. Similarly, 22 states (44%) were linking program-level data and 16 states (32%) were in the process or planning to implement a way to link program-level data. At the time data was collected for this report, New York State was one of the few remaining states not linking child-level or program-level data. However, New York State now has a pilot planned to link child-level data. States were least likely to link workforce-level data with only 15 states (30%) linking workforce-level data. While New York did not link workforce-level data, New York was identified as one of the 18 states (36%) planning to link these data in the future.

Table 1. Number of States Linking Data Level in 2018

Linkages	Established linking	Planning or in the process	Not linked/not planning to link
Child-level data	22 (44%)	12(24%)	16(32%)
Program-level data	22 (44%)	16(32%)	12(24%)

[1] The Early Childhood Data Collaborative (ECDC), a project of Child Trends, supports state policymakers' development and use of coordinated state early care and education (ECE) data systems.
[2] King, C., Perkins, V., Nugent, C., & Jordan, E. (2018). 2018 State of State Early Childhood Data *Systems*. Retrieved from https://www.childtrends.org/wp-content/uploads/2018/09/ECDC-50-state-survey-9.25.pdf

Workforce-level data	15 (30%)	18(36%)	17(34%)

*****Highlighted cells indicate the levels of data-linking reported by New York State in 2018

While the New York State Early Childhood Advisory Council (ECAC) has made some progress to date in preparing to create an ECIDS, more work needs to be done. To this end, this feasibility report addresses integrating early childhood data in New York State, presenting on the following:

1. Description of a 2018 proposal to create an ECIDS in New York State and the anticipated implementation challenges.
2. Examination of lessons that can be learned from other states' ECIDS development processes.
3. Presentation of a proposal of a pilot project to link early childhood home visiting data with state education data in New York State.

While previous feasibility reports[3,4] have stated that creating an ECIDS is possible, this report reviews the specific challenges in creating an ECIDS in New York State and proposes a pilot project that would address many of the identified barriers and "jump start" the process of data integration. The data for this report came from a variety of New York State and national documents and interviews with key informants in New York State as well as other states that have robust integrated data systems.

History of ECIDS Planning in New York State

A decade (2009-2019) of efforts have been implemented in working toward an ECIDS in New York State. The timeline below describes these key events.

2009: The NYS ECAC formed

The New York State ECAC was formed to provide recommendations to the Governor on issues related to young children and their families. The ECAC is comprised of experts in early childhood care and education, health care, child welfare and mental health. Specifically, members, all of whom are appointed by the Governor, represent state agencies, advocacy groups, foundations, higher education, unions and other key stakeholders, ensuring that a diversity of perspectives and experiences inform the ECAC's work. Six Workgroups were initially created, including the Data Development Workgroup, whose goal was to recommend the necessary components for an inclusive ECIDS.

2010: American Recovery and Reinvestment Act of 2009

[3] New York State Early Childhood Advisory Council (2013). *Building an early childhood integrated data system–A proposal developed by the data development Workgroup of the early childhood advisory council*. Albany, NY: Data Development Workgroup.
[4] New York State Early Childhood Advisory Council (2018). *Building an early childhood integrated data system–A proposal developed by the data development Workgroup of the early childhood advisory council*. Albany, NY: Data Development Workgroup.

Funding from the American Recovery and Reinvestment Act of 2009 allowed the ECAC Data Development Workgroup to begin determining the elements of a data system necessary to identify trends in early childhood care and education in New York State and answer key policy and program questions.

2011: Race to The Top-Early Learning Challenge discretionary grant program

The U.S. Departments of Education and Health and Human Services jointly released the Race to The Top-Early Learning Challenge discretionary grant opportunity. New York State responded to this grant opportunity, choosing to make the creation of an Early Learning Data System one of its priorities. While New York State was not awarded any the Race to the Top funding to support the development of such an ECIDS, the grant application process positioned the state for establishing the Data Development Workgroup that developed subsequent proposals for creating an ECIDS.

2013: ECAC Data Development Workgroup publishes proposal

The ECAC Data Development Workgroup published the proposal "Putting the Pieces Together: New York Early Learning Program Data Systems." This initial proposal outlined the need, goals, and overall components of a New York State ECIDS. It also outlined a plan for how an ECIDS could be developed, including identifying the responsible parties for each step of the process. It also proposed a budget for both development and maintenance over a multi-year period.

2017: ECAC Data Development Workgroup publishes brief

The Data Development Workgroup published a brief "Why New York should integrate data about services for young children." This publication outlined the benefits to all ECCE stakeholders of integrating early childhood data in New York State.

2018: ECAC Data Development Workgroup publishes revised proposal

ECAC Data Development Workgroup published a revised proposal "Building an Early Childhood Integrated Data System." This report updated the 2012 Early Learning Data System Proposal with changes to the system and updated timeline and budget requirements.

2019: New York State Council on Children and Families awarded grant

The New York State Council on Children and Families was awarded Preschool Development Grant Birth through Five funding from the U.S. Department of Health and Human Services and, working with the Center for Human Services Research (CHSR) at the University at Albany, initiated this data feasibility review to build on previous work for creating an ECIDS in New York State.

Previously proposed ECIDS

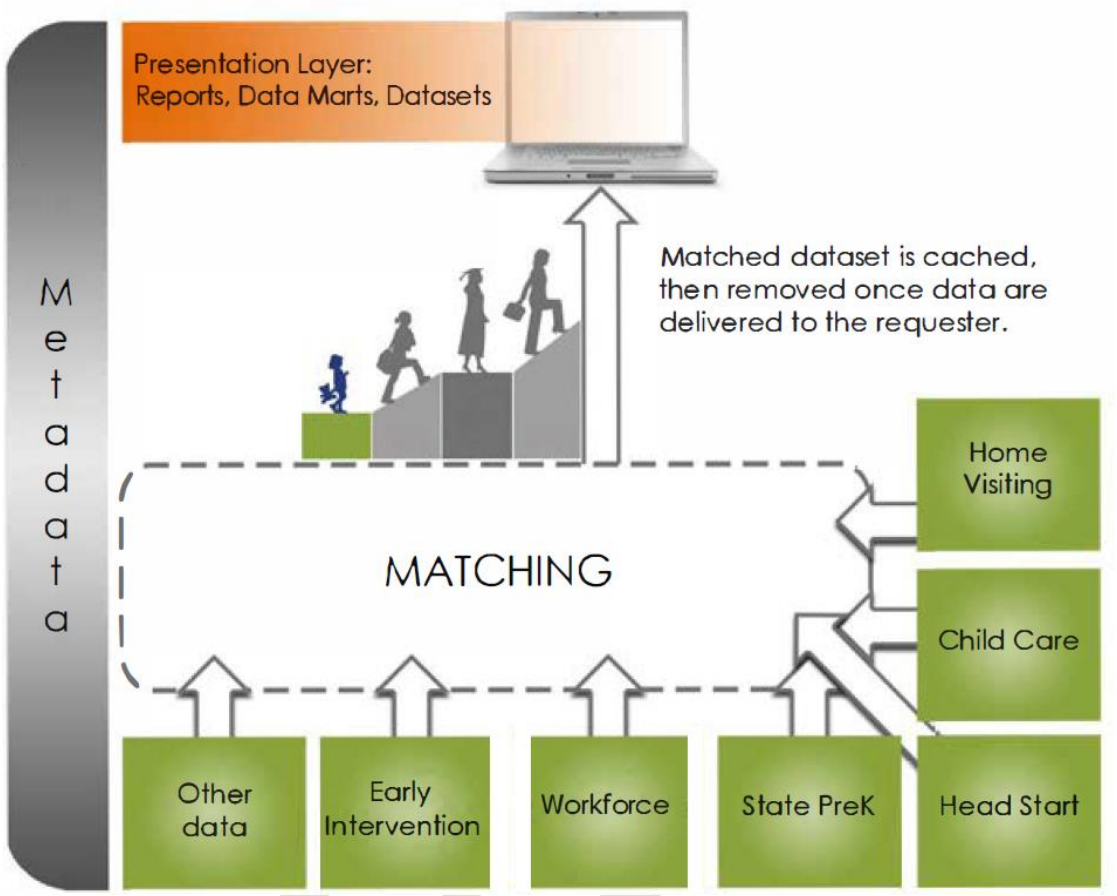
Federated Data System

To date, proposals for a New York State ECIDS recommend a federated data system model and the creation of a data repository and reporting portal.[5,6] The federated data model requires less time to develop than a centralized model and allows agencies to maintain control over their own data. In this approach, instead of moving all data to a new, centrally located database requiring extensive restructuring and support, data would be integrated once requested in the ECIDS reporting portal. The requested data from each independent program or agency would be pulled from the respective individual systems, and then fed into the ECIDS repository where they would be linked (see Figure 2). The final dataset containing integrated, anonymized data would be delivered to the data requester via the reporting portal. Data could also be listed in predefined reports in the portal which would be available to policy makers, educators, legislators and others with access to the system. Questions regarding early childhood services and its impacts on school readiness and the long-term success of the child could be answered easily, which would allow programs and agencies to better serve children and successfully apply for additional grants and federal monies, as these data are often required on grant applications. It should be noted that, in New York State, individual level data is not available for children in licensed child care if the family does not receive a subsidy. Accordingly, for a federated model of an ECIDS to produce accurate reporting, new data would need to be collected for groups not currently represented in available data.

[5]New York State Early Childhood Advisory Council (2013). *Building an early childhood education data system–A proposal developed by the data development Workgroup of the early childhood advisory council*. Albany, NY: Data Development Workgroup.

[6] New York State Early Childhood Advisory Council (2018). *Building an early childhood education data system–A proposal developed by the data development Workgroup of the early childhood advisory council*. Albany, NY: Data Development Workgroup.

Figure 2: Graphical Depiction of Federated Data Model[7]



Unique Identifiers

The previous ECIDS proposals recognized that in order for the federated model to work in New York State some modifications to the way agencies collected data would be needed. Notably, a statewide unique identifier for each child, workforce member, and provider/program would be needed, as would the tracking of young children via this identifier in circumstances that are not currently included in individual-level data collection and reporting (e.g., tracking children in licensed daycare settings not receiving a subsidy).

To assign identifiers for each child, the previous ECIDS proposal suggested expanding the use of the New York State Education Department (NYSED) P-20 Longitudinal Data System unique identifier, called the New York State Student Identification System (NYSSIS) ID. The NYSSIS ID is assigned when a child enters the New York State public and private education system and remains constant throughout the child's school career. In the federated model proposal, all children who are enrolled in or are receiving services through the ECCE system in New York

[7] Duarte, S., Sellers, J., & Cochenour, M. (2016). *Which ECIDS system model is best for our state ECIDS?* Retrieved from: https://nces.ed.gov/programs/slds/pdf/ECIDS_System_Model.pdf.

State would be assigned a NYSSIS ID upon entry into the system. The ID would then follow the child into the NYSED P-20 Longitudinal Data System.

For an ECIDS to answer policy and other questions comprehensively, however, New York State would need to move beyond assigning IDs to children who receive services or whose families receive a childcare subsidy. New York State does not currently collect data on children who are not accessing the ECCE system in some way or on individual children whose parents pay the full price of childcare out-of-pocket (do not receive a subsidy). An ECIDS would only fully function if it found a way to address these data gaps.

The Data Development Workgroup also proposed a similar single-identifier system for the workforce. Both the Aspire Registry (New York State's early childhood professional workforce registry) and the TEACH System (New York State's teacher data system) already assign unique identifiers to staff members upon entry into their respective systems. However, neither system comprehensively covers the ECCE workforce. Currently, registering with Aspire is voluntary (except in New York City where it recently was required for all licensed early childhood centers) while the TEACH system primarily includes certified educators working in publicly funded programs. For a statewide ECIDS, a mandatory assigned ID would be necessary for all ECCE workforce members. Expanding a database such as ASPIRE to include the entire ECCE workforce would allow both programs and policy makers to answer important questions about ECCE programs and settings.

Lastly, a statewide unique identifier would need to be created and assigned to all providers/programs in order to streamline data entry and output across the ECCE system. Currently, each data system uses its own identifier for programs/settings it oversees. For example, the New York State Office of Children and Family Services (OCFS) assigns an identifier to licensed childcare providers and legally exempt providers, while NYSED assigns a different identifier to programs/settings it funds. A coordinated effort to create and assign a unique ID to each ECCE program or setting would assist the state in better understanding the way programs are funded and the way different programs serve differently populations across the state.

Once unique identifiers are in place at the child, professional, and program levels, an ECIDS would be able to identify when a child entered into the ECCE system and the provider and program serving the child. These data can answer questions regarding enrollment, program participation, and professional development of the workforce. Once children enter the NYSED P-20 Longitudinal Data System, New York State would be able to answer additional questions, such as the impact of ECCE participation on subsequent educational outcomes.

There are 11 systems included in the proposed ECIDS spanning seven different New York State and New York City agencies. Many additional data sources and systems exist, a recent 2019 report conducted by CHSR, found (see Appendix A). These sources and systems collect, store, or report on early childhood data across the state, at varying levels of specificity. Some track child and family participation in home visiting services, families that receive Supplemental Nutrition Assistance Program (SNAP) or Temporary Assistance for Needy Families (TANF)

benefits, or information about licensed child care programs. While an ECIDS could benefit from including some of these additional systems/sources, it is not necessary to include all of them to understand the landscape of services for young children.

Challenges to creating an ECIDS in New York State

One of the challenges in creating an ECIDS in a state with such a diverse mixed delivery system is that agencies have different governing policies, regulations, laws, and funding streams. Additionally, individual data monitoring and reporting systems to track children served have been developed separately by agencies to address agency-specific questions or to fulfill federal reporting requirements such as "How many children are receiving a particular service?" and "What is the cost of this service per child served?" Moreover, some of these data systems are complex and contain data that are not easily extracted or shared.

Bringing agencies together with a goal of sharing data raises a number of concerns such as:

- How can each participating agency benefit from a shared data system?
- Who would be responsible for data security privacy, and access?
- Could a unique identifier be used to link data across agencies?
- What would it cost to be able to link and manage the data?
- In the end, will the quality of the data in the ECIDS be capable of informing the New York State ECCE System?

Understanding and addressing these challenges will assist in moving the different systems forward to create an ECIDS.

Addressing the Challenges to Creating an ECIDS

Data governance, sharing and privacy. A first step to address the challenges of a statewide ECIDS is the development of a multi-agency data governance committee. Whether the committee is a formal body or informal group of agency leaders, it is critical that all programs inputting data into the system are included early in the process. The goals of such a committee are to[8]:

1. Create an infrastructure for different agencies to work collaboratively on data linking issues
2. Establish who (agency, individual, group) has responsibility for data
3. Develop policies, roles, responsibilities, and procedures for data sharing
4. Establish ongoing maintenance and monitoring protocols to continuously improve data quality
5. Establish a collective approach to managing information
6. Develop common processes, definitions, and rules
7. Establish clear, distinct roles for program offices, IT, and leadership
8. Establish data sharing agreements

[8] U.S. Department of Education (July 19, 2019). PDG B-5 Data Governance Community of Conversation [webinar]. Retrieved from: https://meet33767696.adobeconnect.com/poz6cz94vioo/

Additionally, a New York State data governance committee could begin to address how to fill statewide gaps in data including individual-level data on children not enrolled in a care or education program or children whose families do not receive a childcare subsidy.

According to a report published by the Early Childhood Data Collaborative, 22 states have established some type of data governance structure to support their ECIDS work. Table 2 provides examples of states that have established such a structure and some of the key tasks they have undertaken.[9]

Table 2. State ECIDS Governance Structures

State	Key Tasks
Georgia	Established a framework for shared decision-making.
Pennsylvania	Established data sharing agreements among all involved agencies.
Maryland	Established policies around establishing unique identifiers; drafted data sharing processes; reduced redundancies in data entry and access; determined how data are communicated/reported to stakeholders and the public.
Oregon	Coordinates statewide data goals and planning.
Minnesota	Appoints members from all involved agencies.
Wisconsin	Establishes policies to support the development and security of data shared across agencies.

While the New York State ECAC established a Data Development Workgroup to address some of the above issues, a data governance group or structure would need to include individuals with decision-making authority or access to individuals with decision-making authority within their agency or program. While technical expertise or knowledge would be preferred, it is critical that participating individuals know their agency's policies and procedures, and can commit staff resources to overcoming any theoretical or practical barriers. The ECAC Data Team is being reconstituted to include the necessary representation.

Maintaining Data Privacy. One of the initial discussions the data governance committee in New York State would need to have is around data privacy. The most common laws protecting early childhood data at the federal level are the Family Educational Rights and Privacy Act (FERPA) and Health Insurance Portability and Accountability Act (HIPAA). These laws were enacted to protect individuals' privacy and confidentiality around potentially sensitive education and health data, respectively. While these laws are often seen as a barrier in sharing data, many states have overcome this barrier.[10] One such state, Utah, has been in the process of developing an ECIDS for eight years.[11] Although Utah did not receive Race to the Top funding, it has been able to piece together funding to build a cross-systems database and reporting portal known as EKIDS. This system has successfully merged data protected by HIPAA (i.e., data from the Utah

[9] King, C., Perkins, V., Nugent, C., & Jordan, E. (2018). 2018 State of State Early Childhood Data Systems. Retrieved from https://www.childtrends.org/wp-content/uploads/2018/09/ECDC-50-state-survey-9.25.pdf
[10] Lesko, J., Lemke, R., Cottrell, S., Phillips, W., & Matherly, S. (August 8, 2019). PDG B-5 Data Privacy Community of Conversation [webinar]. Retrieved from: https://meet33767696.adobeconnect.com/pmnyju70q2n7/
[11] Ibid.

Department of Health) and FERPA (i.e., data from the Utah Board of Education). Moreover, Utah was able to overcome privacy concerns in part by the establishment of the Utah Data Research Center in 2017, which is responsible for all data collection, analysis, and reporting for Utah's ECCE.

In addition to establishing an independent research center to maintain all ECCE data, Utah also established a data governance committee that created the infrastructure, rules, and policies around data sharing for the multiple agencies involved in the ECCE system. Working collaboratively, this committee was able to establish a data integration and reporting system that ensures all children's privacy rights are protected.

Of the 22 states with data governance committees, only one state does not have any data privacy and security policies.[12] The table below (Table 3) provides a list of common data policies and processes that may be used to protect ECIDS data. Half of the states reported having a defined data breach response process and reviewing their data privacy policy regularly. In contrast, only about a quarter of states (27%) have information available to explain data privacy policies to parents or other members of the public or have a clear and documented process for receiving and responding to complaints, concerns, or questions from parents and others. When establishing a data governance committee, considering all of the potential data policies and processes can facilitate the creation of an ECIDS that protects the privacy of data in the system.

Table 3. Documented Policies and Processes Regarding Data Privacy and Security (n=22)[13]

Policy/Process	Number of States	% of States with Governing Body
Defined data breach response process	11	50
Data privacy policy regularly reviewed and updated	11	50
Data privacy policies that apply to third-party vendors or contractors	9	41
Regularly reviewed and updated inventory of data collected and stored	8	36
Periodic risk assessment and appropriate action to mitigate and resolve identified risks	7	32
Information available to explain data privacy policies to parents or other members of the public	6	27
Clear and documented process for receiving and responding to complaints, concerns, or questions from parents and others	6	27

[12] King, C., Perkins, V., Nugent, C., & Jordan, E. (2018). 2018 State of State Early Childhood Data Systems. Retrieved from https://www.childtrends.org/wp-content/uploads/2018/09/ECDC-50-state-survey-9.25.pdf

[13] King, C., Perkins, V., Nugent, C., & Jordan, E. (2018). 2018 State of State Early Childhood Data Systems. Retrieved from https://www.childtrends.org/wp-content/uploads/2018/09/ECDC-50-state-survey-9.25.pdf

Solicits broad public comment on privacy policy, with clarity on which issues are open for public comment and which are not	1	5
None of the above	1	5
Other	6	27

Matching data from different systems. Matching data between systems within the New York State ECCE system has not been done on a large scale to date. Without a common unique identifier, data needs to be matched using child and family demographic details. It is inevitable that some of the data matching will be complicated due to multiple children having similar demographics. When data does not match, it must be reviewed manually which can be time intensive. Without knowing how well the data matches, it is not possible to determine the level of staff resources that would be needed to match data across the different agencies in New York State.

To address the need to match a child across programs by demographics, a single ID is used in many states.[14] The benefits to a single ID include:

1. Easier transitions for child data between programs and agencies
2. Facilitating data integration by making matching data easier
3. Making it possible to easily complete an unduplicated count of children served by a particular program or service
4. Allowing researchers to easily request de-identified data that can be used to answer key policy and program questions

By assigning a single-ID to a child when she or he enters a program or service, it increases the likelihood that information between programs will be utilized. Several states have been able to use the unique identifier successfully to improve both services for young children and the quality of data used to make decisions and create policies.

The Pennsylvania Department of Education uses E-Scholar software programs to assign unique identifiers. As more programs in Pennsylvania began to use the E-Scholar system, there were increased opportunities for mistakes in entering/retrieving IDs. To address this, the Pennsylvania Department of Education created strict policies regarding how information is entered into E-Scholar. For example, only legal names are entered into the system, and additional identifying information is required to be entered when it is available (e.g., a middle initial/name). Potentially inaccurate data such as a child's due date (versus birth date) is not captured in the system. These rules allow for more accurate matching of children across systems.

New York State already assigns a single ID (i.e., NYSSIS ID) to students when they enter into the State Education System. One possibility for a unique identifier system in New York would be to extend the assignment of NYSSIS IDs to children ages birth through five who participate in

[14] Lesko, J., Sellers, J., Watson, J., Young, H., Rodrigues, D. (July 30, 2019). PDG B-5 Single ID Community of Conversation (CoC) [webinar]. Retrieved from: https://meet33767696.adobeconnect.com/pur5pp5gpsmo/

other ECCE programs (i.e., those that are not overseen by NYSED). Under this approach, when a child enrolls in a public school, charter school, participating non-public school, Head Start, Early Head Start, licensed or regulated childcare program, home visiting program, 4410 preschool special education program, etc., the program would enter the child/family demographics to find out if this child has already been assigned a unique identifier. If there is no match or close match, the child would receive a new NYSSIS ID. If there is a match, the system would provide the child's established NYSSIS ID. However, if there was a close match, a manual check would be performed. The manual checking process would help to prevent a child being assigned more than one unique identifier.

With clear policies and procedures in place, it is possible that the NYSSIS ID system could be used to assign IDs to children when they enter programs or receive services during early childhood. While not all systems could participate initially, an increased number of children with a NYSSIS ID would help to facilitate the success of an ECIDS in New York State.

Staffing requirements and cost. Ongoing monitoring, updating, and maintenance of the ECIDS would be needed to manage system operations. Currently, unique identifiers are managed through NYSED. An early focus of the data governance committee would need to address who would be responsible for staffing the ECIDS and the cost associated with system maintenance.

Pilot ECIDS Proposal for New York State

Advantages of Conducting a Pilot Study. Creating an ECIDS in New York State would involve many different data systems from separate state agencies. Examples of data systems include the Child Care Time and Attendance system (OCFS), The P-20 Longitudinal Data System (NYSED), The Aspire System (City University of New York), and New York City Department of Education system(s). Considering the complexity of developing data agreements, data governance, staffing, and the funding required, an incremental approach may be the most feasible.[15] The advantages of using this approach are:

1. Lessons learned from integrating the pilot can be applied to subsequent integration
2. Usefulness of data in answering questions related to ECCE policy can be demonstrated to assist with buy-in from other agencies and programs
3. Processes for developing data sharing agreements can be established and scaled up to a larger system
4. System issues can be worked out before going to scale

Overall, although integrating early childhood data into an ECIDS can be challenging, using an incremental approach can overcome some common barriers.

Proposed Pilot. The proposed pilot is designed to connect preschool special education and state-administered prekindergarten with home visiting data.

[15] Steber and Epstein (2019). One Step at a Time: The benefits of an incremental approach to the integration of home visiting data and other early childhood data. Retrieved from: https://www.childtrends.org/wp-content/uploads/2019/10/Shine-brief-1_ChildTrends_Oct2019.pdf

The NYSED P-20 Longitudinal Data System (which assigns children NYSSIS IDs) contains the information from preschool special education and state-administered prekindergarten. It is anticipated that the Healthy Families New York home visiting program,[16] which is overseen by NYS OCFS, will provide home visiting data.

These two systems were chosen for a number of reasons. First, the Healthy Families New York Management Information System includes a comprehensive array of child and family demographics, which are essential to matching data across systems. In addition, this pilot would help identify the long-term educational outcomes of Healthy Families New York involvement that are of interest to policymakers and researchers. Finally, there is an existing data sharing agreement between NYSED and NYS OCFS.

Furthermore, these systems have a complete dataset that would allow researchers to answer key research questions, as well as attempt to identify statewide unique IDs for Healthy Families New York participants. As part of this feasibility study, researchers would attempt to match current Healthy Families New York participants (those who are 5 years old or older at time of matching) and their NYSED records with the NYSSIS ID matching algorithm. This would allow the establishment of a baseline regarding the success rate of matching across a number of demographic variables. Additionally, it would suggest the level of difficulty and amount of resources needed to review mismatched IDs for this population. At this stage, NYSSIS IDs will not be given to those Healthy Families New York participants who are currently active in the program or are newly entering the program.

Starting with this relatively small-scale feasibility study would also allow the beginnings of a federated data system to be formed and identify the hardware, resources and information needed to create and maintain the data platform. This data platform could be used to create limited dataset reports to answer key research questions and permit a glimpse into the capabilities of a full system. It would also allow for the creation of data sharing agreements and a data governance process to be used as a model for scaling up the ECIDS to include additional agencies and programs. By addressing questions of interest to policymakers and providers, this pilot would demonstrate the benefits to data integration to other agencies and providers.

Future directions

In future phases of this project, NYSSIS IDs would be given to all children who are newly enrolling in or born while enrolled in Healthy Families New York. This would be a further test of the NYSSIS ID system and how it can integrate with external early childhood data systems.

The success of this pilot project would set the stage for further integration of other early childhood data sources with the ECIDS, such as:

- NYS Child Care Time and Attendance (CCTA) (subsidized child care)
- New York City Subsidized Child Care
- Child Care (parent pay) children not in the CCTA system
- Head Start/Early Head Start

[16] Henceforth referred to as Healthy Families.

- Early Intervention
- Home visiting programs other than Healthy Families New York
- QUALITYstarsNY
- Aspire
- Child Care Facility System (CCFS)

The previous decade has resulted in significant progress laying the groundwork for an ECIDS in New York State. Given the complexity of the early childhood mixed delivery system, the task of integrating data systems can seem overwhelming and prohibitively expensive. However, by launching a pilot study to test the feasibility of matching data and assigning unique identifiers, New York State would continue to move forward in the process. Results of the pilot study would assist a data governance committee in identifying next steps in the creation of an ECIDS and help inform solutions to many of the issues identified throughout this report.

Appendix

Appendix A
Early Childhood Data Systems and Sources

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
EARLY INTERVENTION					
NY Early Intervention System (NYEIS)	DOH	Child	Centralized, web-based system that electronically manages EI administrative tasks. It is currently maintained by NYS Office of Information Technology Services and operates within the State Data Center. It utilizes the DOH Health Commerce System as the portal for access to the system. For children under 3 years old: coordinates screening and tracking to ensure that children are referred for EI services if they experience developmental delay or disability. Data Include: demographics, initial intake, evaluation, eligibility determination, IFSP development, service provision, collection of 3rd party insurance information, and entry of claims from providers requesting reimbursement for EI services provided.	https://www.health.ny.gov/community/infants_children/early_intervention/ Bureau of Early Intervention 518-473-7016 bei@health.ny.gov Annual Performance Reports at https://www.health.ny.gov/statistics/community/infants_children/early_intervention	NYEIS allows exchange of information among municipalities, providers, and state administrators
Child Outcome Summary Form (COSF)	DOH	Child	COSFs are submitted to DOH in the Personal Electronic Response Data System via the DOH Health Commerce System. Data are used to satisfy federal accountability requirements for Part C of IDEA to determine the percent of infants and toddlers with IFSPs who demonstrate improvement, based on entry and exit assessments in three areas: social emotional skills, acquisition and use of knowledge and skills, and use of appropriate behaviors to meet	Bureau of Early Intervention (518) 473-7016 BEIDataUnit@health.ny.gov	None

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			needs. Note: it is NOT used to determine eligibility for services. Includes NYEIS ID, child's name, DOB, sex, county of residence, IFSP team members, and assessments in the 3 outcome areas.		
PRESCHOOL SPECIAL EDUCATION					
Pupils with Disabilities (PD) Data System	SED	Child, Workforce, Program	The PD Data System is a web-based tool for the collection, verification and certification of Special Education data. The majority of the data displayed in the PD System are pulled from the Student Information Repository System (SIRS) data warehouse. Some data are entered directly into the PD System and include: 1. Report of personnel employed or contracted to provide education and related services to students with disabilities ages 3-21. (Unduplicated, aggregate counts of personnel in each role) 2. Report of all students with disabilities ages 3-21 who are the primary responsibility of the Committee of Preschool Special Education (CPSE) or Committee on Special Education (CSE) who received in-school suspensions; or were suspended/expelled on an out-of-school basis; or were removed to an interim alternative education setting. (Unduplicated, aggregate counts of students subject to disciplinary removal	seddas@nysed.gov	SIRS

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			by disability, race/ethnicity, gender, ELL status)		
Student Information Repository System (SIRS)*	SED	Child, Workforce, Program	SIRS is SED's single source of standardized individual student records for analysis at the local, regional, and State levels to improve student performance and to meet State and federal reporting and accountability requirements. Data in the repository are available only to users with a legitimate educational interest. Local Education Agencies (LEAs) must use this system to report certain data to SED. In the SIRS, each student record is uniquely identified with a 10-digit NYSSIS number assigned when the student first enters a State public school, public agency, child-care institution that operates a school, or participating nonpublic school. Data for all grade levels include: assessment data if applicable, child and staff demographics including English Language Learning status, Special Education status, race/ethnicity, housing status, Free and Reduced Price Lunch status, immunization records, teacher and student attendance records, student credit accumulation/GPA, transportation, and summer school data. The following data elements related specifically to special education are populated from SIRS, and are then certified in the PD Data System: Child demographics, BEDS code for district of residence if in the referral process, or BEDS code of the provider if receiving	datasupport@nysed.gov Special Education Preschool Policy Unit 518-473-6108 speced@nysed.gov	PD Data System

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			services, entry and exit dates and reasons, preschool child count report by race/ethnicity, school age child count by age/disability, school age students by disability and race/ethnicity, preschool and school age LRE setting report, district report of preschool students by primary service provider, provider reports of preschool and school age students, district report of school age students by building where enrolled, preschool outcomes report (see COSF above), students receiving coordinated Early Intervention Services.		

**See also State Administered Prekindergarten; Public Primary Education K-12 (P-20); Homelessness sections for additional details about SIRS.*

STATE ADMINISTERED PREKINDERGARTEN

Student Information Repository System (SIRS)*	SED	Child, Workforce, Program	Data elements related specifically to state-administered prekindergarten include: UPK program database; count of UPK students; enrollment by grade, and district of residence Uses NYSSIS as unique student identifier	datasupport@nysed.gov	

**See also Preschool Special Education; State Administered Prekindergarten; Homelessness sections for additional details about SIRS.*

	SED	Child, Workforce, Program	Web-based system that collects district/school student enrollment and	datasupport@nysed.gov	None

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
Basic Educational Data System (BEDS)			programmatic information in the Institutional Master File (IMF); and teacher/staff counts in the Personnel Master File (PMF). The BEDS data are entered electronically on the IRS (information and reporting services) Data Exchange (IDEx) through the NYSED Application Business Portal.		
Child Care Facility System (CCFS)	OCFS	Child level data for subsidy only, Program, Workforce	Database of record for regulated child care services in NYS: address, contact information, complaints and assigned risk level, compliance/inspection/enforcement history, enrollment capacity, years in operation for: registered family child care homes, group family child care homes, child care centers, school age programs, some legally exempt providers receiving subsidies. Does not include NYC except for SACC programs. Workforce data includes staff background checks/fingerprinting clearances, education history/qualifications for directors and Head Teachers of Day Care Centers and School Age Child Care programs, Each person in the system has a NYSID ID when fingerprinted. CCFS also assigns a unique person ID but that only stays within CCFS. Each facility gets a unique ID in the system.	https://data.ny.gov/Human-Services/Child-Care-Regulated-Programs/cb42-qumz	Child/family level subsidy data linked to Welfare Management System (WMS) and Child Care Time and Attendance system Aspire (voluntary) Open Data NY Statewide Central Register of Child Abuse and Maltreatment and Criminal History Review Unit Database for background checks Facility Application and Management System (FAMS). FAMS is a part of CCFS and is a web-based application in development that currently provides initial application support for

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
					new day care centers and school-age child care programs. Will be expanded to family child care and group family child care homes in the future. Also hosts plans of study workforce data. Each facility gets a unique Facility ID in the system. FAMS is not used in NYC except for school age child care programs. Currently building FAMS out to be public-facing in the future.
HEAD START & EARLY HEAD START					
Program Information Report (PIR) submitted using the Head Start Enterprise System (HSES)	Office of Head Start	Child, Workforce, Program	Data elements include: program info, child demographics, developmental screening and health data, enrollment data, transportation, program staff and qualifications/salary, coordination of services (health, mental health, disabilities, community partnerships)	Contact the Head Start Enterprise System (HSES) help desk to request access. Help@hsesinfo.org 866-771-4737 571-429-4858	None
CHILD CARE SUBSIDY					
Child Care Time and Attendance (CCTA)	OCFS/LDSS	Child	Child Care Time and Attendance (CCTA) is an automated, web-based system implemented by OCFS. Its purpose is to improve the accuracy and timeliness of child care subsidy payments by verifying eligibility, tracking	ocfs.sm.childcare.ccta @ocfs.state.ny.us	Welfare Management System (WMS): When a family applies for subsidized child care a case is opened in WMS. A family is assigned a

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			time and attendance, calculating child care payments, and authorizing child care payments. These automated actions allow a district to quickly review timesheets (submitted using paper or the web based submittal for providers) and approve payments in CCTA for electronic transfer to the Benefit Issuance Control System (BICS) for check issuance. Specific data elements include: Number of families in each income eligibility ranking, child care market rate, parent co-pay, child demographics, verify subsidy eligibility, tracking subsidy time and attendance, calculating and authorizing child care payments. Allows workers to put in a schedule and track attendance every day as well as payments. *CCTA is not used by all counties because some caseloads are so small (e.g. Hamilton County)		case ID and linked to a provider through the provider ID. Other information collected by WMS related to subsidy is name of parent/child and date of birth. Social security numbers are sometimes collected. CCTA and WMS talk to each other, but the case has to be opened in WMS first. Interfaces with CCFS and BICS (Benefit Issuance Control System)
Contract Management System (CMS)	OCFS/LDSS		Subsidized child care expenditures are allocated and tracked at the state level. Expenditures for contracts funded though the Child Care Development Fund are tracked in this CMS system.		None
CCR&Rs					
National Association of Child Care Resource and Referral Agencies	OCFS	Child, Workforce, Program	Generates child care referrals and reports, manages provider, client, community and group data collected by local CCR&Rs. Provider databases determine service utilization and unmet	ndshelpdesk@usa.childcareaware.org	CCR&Rs consider state programs that serve children with disabilities like EI, Preschool Special

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
Ware (NACCRRAware)			needs for other early childhood services. Data should be available on child care staff since CCR&Rs focus on recruitment and retention by providing training, TA, and support to providers. CCR&Rs create child care profiles for each child/family that calls for a referral, including any special needs the child has (i.e., parent identified special needs requests). Does not advertise or centralize waitlist data. CCR&Rs prioritize responses to specific child care requests related to homeless children. CCR&Rs coordinate their services with many other community agencies assisting homeless families to achieve sustainable independence by supporting them with tailored services including shelter, food, personalized care management and a network of volunteers. Client data include: contact info, demographics, characteristics of children and the type or modality of child care the client wants. Provider data include: contact info, type or modality of services, the age of children accepted by the provider, special needs or other considerations that the provider can accommodate. Data reported to OCFS from NACCRAware: number of referral calls that received information on subsidy eligibility, composition of families, schedule of care preferences, reasons for seeking care, information on the ages of children served, location of care,		Education, or Head Start to be partners in trying to provide services to families. Work cooperatively with EI to facilitate services in child care settings.

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			special care needs of children, and sources of CCR&R referrals.		
EARLY CHILDHOOD WORKFORCE					
The Aspire Registry	CUNY Professional Development Institute (PDI)/New York Works for Children	Workforce	For all QUALITYstarsNY participants and all licensed child care programs in NYC: workforce demographics, tracks and verified education history, credentials, license, and training/PD; self-reported wage information, connects professionals to ongoing PD including Pyramid Model	Help Center website: https://nyworksforchildren.zendesk.com/hc/en-us	QUALITYstarsNY, Pyramid Model PD, CCR&R and SUNY Professional Development Program trainings
TEACH	SED	Workforce	For all SED certified teachers, including PreK teachers, tracks teacher certification, fingerprinting, and continuing teacher and leader education requirements. No demographics.	TEACH HELP at 518-486-6041	None
Pyramid Management Information System (PIDS) (in development)	CCF	Child, Workforce, Program	Tracks students, teachers, and classrooms	CHSR	The Aspire Registry (connects educators to Pyramid Model trainers or coaches)
QUALITY OF CHILD CARE PROGRAMS					
QUALITYstarsNY	CUNY Professional Development Institute (PDI)	Workforce, Program	Evaluates learning environment, family engagement, qualifications and experience, management and leadership for regulated programs	718-254-7727 info@qualitystarsny.org	Aspire; Environmental Rating Scale assessments for programs with provisional ratings of 3, 4, 5 stars
ASSISTANCE PROGRAMS					
CONNECTIONS (CONX)	OCFS	Child, Workforce	Statewide automated child welfare information system: provides OCFS, LSSDs with data on child, protective,	connectionsi@ocfs.ny.gov	NYS Welfare Management System (WMS); Benefits

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			preventive, foster care and adoption services. Historical records on family, progress notes of contact visits, demographics, investigations, safety and risk assessments, family assessment service plans, legal, health, education information. Uses unique identifiers: CIN, PIN, and Case IDs. Access is very restricted.		Issuance Control System (BICS)
OCFS Data Warehouse	OCFS	Aggregate and child specific data are available	A data repository for CONNECTIONS and other legacy data. Includes reports available to state- and local- level staff on request. Users can run predefined reports and customize with filters; can run breakouts at State, NYC, ROS and individual county/agency level depending on the topic. More of a data reporting tool than an actual data system. Uses unique identifiers: CIN, PIN, and Case IDs. Access is very restricted.	data.warehouse@ocfs.ny.gov	CONNECTIONS, some CCF data (available, but siloed), BICS
Welfare Management System (WMS)	OTDA/NYS Office for Technology (OFT)	Child, Program	Basic demographics; Medicaid and assistance program eligibility data for SSI, HEAP, SNAP, TANF programs. Upstate WMS collects data for NYS excluding NYC; New York City WMS collects data for NYC. Uses unique identifier: CIN		OTDA and OCFS share the same benefits database
Child and Adult Care Food Program (CACFP) Information and Payment System (CIPS)	DOH	Program	CIPS is a web-based computer application designed to manage data related to CACFP sponsoring organizations (e.g., tracks sponsoring organization application, processing of claims for reimbursement, administrative program reviews). It allows NYS CACFP		CCFS and CIPS integration is the key to preventing closed providers from claiming and preventing application approvals for unlicensed providers

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			sponsors to electronically submit monthly claims and maintain information about their agreement with NYSDOH. It utilizes the DOH Health Commerce System as the portal for access to the system.		NYCDOHMH data is systematically validated, formatted, and uploaded to the CIPS reporting database. This data is used to identify unserved populations to expand program services, meet outreach commitments, and comply with the mission of the organization.
NY-Women, Infants, and Children (NYWIC)	DOH	County and State Level	Automated, web-based system serving as NYS WIC Program's Management Information System. Issues WIC benefits to participants. Pilot phase began in April 2018. Hosted in the NYS Data Center located at the SUNY Polytechnic Institute's College of Nanoscale Science and Engineering.	wicdata@health.ny.gov	
Pediatric Nutrition Surveillance System (PedNSS)	DOH	County and State Level	Provides data on the prevalence and trends of nutrition-related indicators for low-income children attending federally-funded maternal and child health and nutrition programs. In NYS, data on birth weight, short stature, underweight, overweight, anemia, breastfeeding, smoking in household, and TV viewing are presented for infants and children (<5 yrs of age) participating in WIC.	WICDATA@health.ny.gov	
Medicaid Information Technology Enterprise for Children's Health Insurance Program (CHIP)	Medicaid	Program	Maintained by Data and Systems Group (DSG) within the Center for Medicaid and CHIP Services (CMCS). Collects data related to application, eligibility, enrollment		

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
Medicaid Management Information System (MMIS): eMeDNY (Electronic Medicaid of New York)	DOH		Computerized system for claims and processing. Receives, reviews, and pays claims submitted by the providers of health care for services rendered to eligible patients.		
New York's Medicaid Data Warehouse	DOH		Centralized, scalable healthcare information system. Very difficult to gain access to due to individual level data.		
Salient NYS Medicaid System	DOH		Provides Medicaid claims data in aggregate unique counts by county. Higher likelihood of gaining access to Salient than the Medicaid Warehouse.		
Transformed Medicaid Statistical Information System (T-MSIS)	Centers for Medicare and Medicaid Services		Replaced the Medicaid Statistical Information System (MSIS) which was the basic source of state-submitted eligibility and claims data on the Medicaid population, their characteristics, utilization, and payments. Serves as the authoritative enrollment data for Medicaid and CHIP. T-MSIS dataset contains: enhanced information about beneficiary eligibility, beneficiary and provider enrollment, service utilization, claims and managed care data, expenditure data for Medicaid and CHIP.		
HOMELESSNESS					
Student Information Repository System (SIRS)*	SED	Child, Workforce, Program	Number of P-12 students who experienced homelessness (McKinney-Vento definition) in NYS at any point in the indicated school year. Data reflect students enrolled in public school districts and charter schools.	datasupport@nysed.gov	None

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			Data collected and stored in SIRS: entry and exit dates of homelessness, program service code (indicating they meet the definition of homeless under McKinney-Vento), primary nighttime residence category		
**See also Preschool Special Education; Public Primary Education K-12 (P-20); State Administered Prekindergarten sections for additional details about SIRS.*					
CARES of NY Regional Homeless Management Information System (CRHMIS)	CARES of NY	Child, Program	Administrative database for 13 Continuums of Care (CoCs) in NYS. These CoCs cover 27 counties, both rural and urban, and geographically cover approximately 52% of NYS. Used to produce an unduplicated count of persons using homeless services and to capture client-level information over time regarding the characteristics and service needs of individuals and families experiencing homelessness. Vendor: Foothold Technology Software: Affordable Wider Area Regional Database System (AWARDS) Individual level data: household ID, person ID, basic demographics, DOB, Name, SSN, disability/veteran status, income, benefits (e.g., SNAP, WIC, TANF), health insurance, chronic health conditions, Point in time (PIT) count: sheltered and unsheltered count of homeless persons (includes emergency shelter, transitional housing, and Safe Havens on a single night every other year. Counts are based on: number of persons in households without children; number of persons in households with at least 1		CHSR has tried to link CRHMIS and Medicaid for adults. CHSR also has access to 2009-2016 HMIS data for NYC, Syracuse, and Long Island

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			adult and 1 child; number of persons in households with only children age 17 or under (e.g., adolescent parents and their children). Counts can be broken down by subpopulation categories including chronically homeless, severe mental illness, chronic substance abuse, veterans, HIV/AIDS, and domestic violence. Housing inventory count (HIC): point in time inventory of provider programs within the CoC that provide beds and units dedicated to serving the homeless. Includes emergency shelter, transitional housing, Safe Haven, rapid re-housing, and permanent supportive housing.		
HOME VISITING					
Nurse Family Partnership (NFP)			Data from all NFP home visits conducted by local agencies are stored in the NFP National Service Office's (NSO) web-based data collection system called "FLO"/Efforts to Outcomes (ETO), and are analyzed and returned to local NFP agencies to provide them with information on their progress toward meeting NFP's implementation benchmarks in improving maternal and child health. Additionally, NSO uses these data for program evaluation and quality improvement efforts, and to assess trends in outcomes. Data include: referrals, demographics, infant and maternal health, and characteristics of each home visit (date, length of visit,		None

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			location, and topics or activities addressed)		
Optimal Learning Innovation and Virtual Engagement Resource (O.L.I.V.E.R.)	Parents as Teachers	Workforce	Online learning management system for Parents as Teachers trainings and professional development courses		None
Penelope Data Management System	Parents as Teachers		Used to submit the annual Affiliate Performance Report		None
Healthy Families New York NY Management System (HFNY MIS)	OCFS, PCANY, CHSR	Child, Workforce, Program	Family demographics, medical events, services provided, referrals, developmental screens, birth outcomes, education and employment, workforce training		DOH MIECHV database
NYC*					
Pre-K Integrated Data System (Pre-KIDS)*	NYCDOE	Child, Workforce, Program	NYCDOE's Pre-K integrated data system; collects data on student enrollment, budget information, monthly student attendance, developmental screens, staff rosters, special education and 3K and Pre-K for All data		
Automate the Schools* (ATS)	NYCDOE		School-based administrative system that standardizes and automates the collection and reporting of data for all students. Data include: enrollment info (e.g., registration, discharges, transfers), student biographical information, attendance data, health information.		Student Enrollment Management System (SEMS) Citywide Immunization Registry (CIR) – immunization records from DOHMH are automatically entered into ATS but there may be a delay in the

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
					automatic transfer of records Human Resources Administration (HRA) – student data for free and reduced priced lunch is automatically entered into ATS
Student Enrollment Management System (SEMS)*	NYCDOE	Child	Online web application system that manages enrollment and placement of students in NYC schools each year; families use it to apply for 3K and Pre-K for All, verify admissions priorities, track student offers, manage student waitlists	Office of Student Enrollment ESEnrollment@schools.nyc.gov	
Special Education Student Information System (SESIS)*	NYCDOE	Child	The goal of SESIS is to support users in managing the special education process from referrals to the development of Individualized Education Programs (IEPs). Student IEPs and other relevant information associated with students who have IEPs are stored within SESIS.		
Online Occurrence Reporting System (OORS)*	NYCDOE		OORS is a system utilized to report school-related crimes and incidents, which occur on or near school property. In accordance with Chancellor's Regulation A-412, Pre-K Centers are required to report any school-related crime or incident within 24 hours of the incident occurring in OORS. Data include: incident reports, suicide/ideation reports, EMS notification, missing student reports, guidance and intervention measures.	OORS Help Desk at 718-935-5004	

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
Local EI Coordinating Council (LEICC) Report*	NYC DOHMH	Child	Rates of EI referrals, children receiving general services, children receiving any services by borough, children receiving services by race/ethnicity, progression of children referred through EI states, insurance status		
Child Care Activity Tracking System (CCAT)*	NYC DOHMH Division of Informatics, Information Technology and Telecommunications	program	Tracks and records all related events (e.g. documentation submissions, inspections, complaints) for center-based group child/day care providers. Serves as a data warehouse where all program information, inspection results, and scanned document images are maintained. It is also used to track and process permits and/or licenses for other city-regulated programs such as UPK and summer day camps. Only used in NYC (it is what NYC uses instead of the CCFS system)		
Automated Child Care Information System (ACCIS)*	NYC ACS		Centralized database for subsidized early care and education services: child care eligibility determinations, authorizations, and payments. ACCIS contains the number of days a child attended a childcare provider during a given month, the number of absences, and the number of days the provider was closed for the month (i.e., program closure days). ACCIS also contains information on family share paid and due.		NYC Human Resources Administration routinely matches public assistance data from WMS NYC to ACCIS. WMS statewide data is routinely matched to SSA data to verify validity of the social security number and related demographic data.
EasyTrac *	NYC DOE and Public Consulting Group		EasyTrac is used by schools and providers to securely store service documentation in manners that are compliant with federal and state laws and regulations, and can be used by schools to satisfy state and local	nyceasytrac@pcgus.com	

Data System Source	Administered By	Level of Data	Description of Data System	Website/Contact	Linkages to Other Data System(s)
			compliance requirements. The New York City Department of Education uses data captured EasyTrac to claim Medicaid reimbursements.		