

Racial Equity and Social Justice (RESJ) Impact Statement

Office of Legislative Oversight

EXPEDITED BILL 23-25: EARLY CARE AND EDUCATION COORDINATING ENTITY

SUMMARY

The Office of Legislative Oversight (OLO) anticipates Expedited Bill 23-25 will have a minimal impact on racial equity and social justice (RESJ) in the County. Updating the duties of the Early Care and Education Coordinating Entity is not likely to meaningfully impact racial and social inequities in early childhood care and education in the County.

PURPOSE OF RESJ IMPACT STATEMENTS

RESJ impact statements (RESJIS) evaluate the anticipated impact of legislation on racial equity and social justice in the County. RESJ is a **process** that focuses on centering the needs, leadership, and power of Black, Indigenous, and other People of Color (BIPOC) and communities with low incomes. RESJ is also a **goal** of eliminating racial and social inequities. Applying a RESJ lens is important to achieve RESJ.¹ This involves seeing, thinking, and working differently to address the racial and social inequities that cause racial and social disparities.²

PURPOSE OF EXPEDITED BILL 23-25

In 2022, the County Council passed Bill 42-21.³ This Bill created the non-profit Early Care and Education Coordinating Entity, which is currently the Montgomery County Children's Opportunity Alliance (COA).⁴ The Entity is comprised of 21 members who represent a range of stakeholders in early care and education (ECE). Members include parents, ECE providers, private employers and several County departments and agencies.⁵ The Entity is primarily responsible for developing recommendations to increase "availability of and access to high quality early care and education programs with particular attention to underrepresented and special populations."⁶

If enacted, Expedited Bill 23-25 would update the duties of the Early Care and Education Coordinating Entity to include conducting a County-wide needs assessment of ECE programs, mapping ECE services, evaluating programs, and reporting outcomes.⁷ Figure A in the Appendix includes the current language of the Entity's duties and proposed language in the Bill. Additionally, Expedited Bill 23-25 would:⁸

- Specify activities the Entity cannot engage in, such as providing ECE or awarding and/or funding grants;
- Clarify the Entity's members include two parents or guardians who qualify for a government benefit based on income; and
- Make changes to the data and recommendations the Entity must include in their annual report (current and proposed language included in Appendix Figure B).

The Council introduced Expedited Bill 23-25, Early Care and Education Coordinating Entity, on June 17, 2025.

This RESJIS builds on the RESJIS for Bill 42-21, Child Care – Early Care and Education Coordinating Entity – Established, which OLO published in December 2021.⁹ Please refer to this RESJIS for background on economic opportunity, childcare, and racial equity.

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ANTICIPATED RESJ IMPACTS

If enacted, Expedited Bill 23-25 will expand the responsibilities of the Early Care and Education Coordinating Entity (currently the Montgomery County Children’s Opportunity Alliance) to include more evaluation and research functions. As observed in the RESJIS for Bill 42-21 that established the Entity, the most significant factor shaping racial and social inequities in ECE is the absence of significant government funding, which puts high-quality ECE programs out of reach for many low- and moderate-income families in the County. Due to a history of systemic racism, BIPOC families and providers are especially under-served by ECE programs because they often have less wealth and income than White families and providers in the County.

Given that Bill 23-25 does not change funding for ECE programs, OLO anticipates it will have a minimal impact on RESJ in the County. Updating the duties of the Early Care and Education Coordinating Entity is not likely to meaningfully impact racial and social inequities in early childhood care and education in the County.

RECOMMENDED AMENDMENTS

The Racial Equity and Social Justice Act requires OLO to consider whether recommended amendments to bills aimed at narrowing racial and social inequities are warranted in developing RESJ impact statements.¹⁰ OLO anticipates Expedited Bill 23-25 will have a minimal impact on RESJ in the County. As such, OLO does not offer recommended amendments.

CAVEATS

Two caveats to this racial equity and social justice impact statement should be noted. First, predicting the impact of legislation on racial equity and social justice is a challenging analytical endeavor due to data limitations, uncertainty, and other factors. Second, this RESJ impact statement is intended to inform the legislative process rather than determine whether the Council should enact legislation. Thus, any conclusion made in this statement does not represent OLO's endorsement of, or objection to, the bill under consideration.

APPENDIX

Figure A. Current and Proposed Language for Duties of Early Care and Education Coordinating Entity

Current Language

Duties. In developing an equitable system of high quality, accessible, sustainable early care and education and eliminating systemic racism and structures that created access barriers for vulnerable, racially and ethnically diverse populations, the Early Care and Education Coordinating Entity must:

- (1) develop recommendations for increasing availability of and access to high quality early care and education programs, with particular attention to underrepresented and special populations, including low-income children, families of children with special needs, and English language learners and with a focus on children from birth to 5 years old;
- (2) convene and solicit input from all ECE stakeholders to identify unmet needs and barriers to accessing quality ECE services, develop common goals and priorities for system expansion and improvement, and identify opportunities for and barriers to collaboration and coordination among stakeholder groups. The Entity must seek advice from the members of the Early Childhood Coordinating Council while the Entity develops final recommendations for

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realigning existing County committees and advisory groups that provide input into the early care and education system;

- (3) solicit board members through a community-based process involving parent groups and other advisory bodies. Create and/or maintain existing advisory bodies to ensure continuing direct input from a wide range of community perspectives;
- (4) engage and educate families and the wider community about the importance of high-quality early care and education programs and advocate at the Federal, State, and local level for greater public and private investment in and improvements to the early care and education system;
- (5) research and facilitate innovative service models and strategies to improve the early care and education system and identify community needs through periodic mapping of early care and education services and resources and County-wide needs assessments;
- (6) secure and administer private-sector funding to support the early care and education system and manage and administer public funding that is directly appropriated to the Entity;
- (7) measure and report on the efforts to improve and expand the early care and education system with a focus on achieving tangible results that improve access to high-quality ECE across the County;
- (8) address current inequities imposing barriers to accessible high quality, affordable care for all communities; and
- (9) create, as a neutral convener, a common early childhood education agenda based on community consensus that all major stakeholders commit to and maintain a 360 degree view of all aspects of the County's early childhood education sector.

Proposed Language in Bill 23-25

Duties. The Early Care and Education Coordinating Entity must act as a neutral convenor of ECE stakeholders and, in collaboration and consultation with ECE stakeholders:

- (1) conduct a County-wide needs assessment for ECE programs;
- (2) identify and analyze specific ECE needs through periodic mapping of ECE services and resources throughout the County;
- (3) research and evaluate strategies to strengthen and sustain the ECE system in the County;
- (4) analyze and recommend to the County Executive and County Council how to increase the quantity of, and equitable access to, high-quality ECE programs, including for children whose parents or guardians qualify for a government benefit based upon income, families of children with special needs, and English language learners;
- (5) create, publish, and periodically update a comprehensive common ECE agenda based upon the consensus of ECE stakeholders;
- (6) measure outcomes and progress towards the common agenda;
- (7) educate the public about the importance of high-quality ECE programs;
- (8) advocate at the federal, state, and local level for greater investment in and improvements to the ECE system; and
- (9) solicit and accept public and private funding to support the work of the Entity under this Section.

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Figure B. Current and Proposed Language for Annual Reporting of Early Care and Education Coordinating Entity

Current Language

- (1) The Board of Directors must report annually on the activities and finances of the Entity and provide an audited financial statement of the Entity to the Executive and Council by October 1 of each year. The report must include:
 - (A) the Entity’s plan to solicit and receive additional public and private funding for its operations;
 - (B) outcomes data that measures the progress of early care and education system improvements, including changes in:
 - (i) the level of public and private investment;
 - (ii) the availability and use of early care and education seats in the County as a whole and for isolated and vulnerable populations; and
 - (iii) school readiness (including academic, physical and social emotional competencies) rates broken out by total population, race/ethnicity, income categories, and special education status; and
 - (C) advocacy efforts.

Proposed Language in Bill 23-25

- (1) The Board of Directors must report annually on the activities and finances of the Entity and provide an audited financial statement of the Entity to the Executive and Council by October 1 of each year. The report must include:
 - (A) the Entity’s plan to solicit and receive additional public and private funding for its operations;
 - (B) an analysis of available data that measures the progress of early care and education system improvements, including changes in:
 - (i) the level of public and private investment in the ECE system;
 - (ii) the availability and use of ECE seats in the County as a whole and disaggregated for isolated and vulnerable populations;
 - (iii) the provision of ECE seats by private employers; and
 - (C) advocacy and outreach efforts and outcomes for the prior year; and
 - (D) recommendations for developing an equitable system of high quality, accessible, sustainable early care and education.

¹ Definition of racial equity and social justice adopted from [Marlysa Gamblin et al., “Applying Racial Equity to U.S. Federal Nutrition Programs,” Bread for the World](#) and [Racial Equity Tools](#).

² Ibid.

³ [Bill 42-21 - Child Care – Early Care and Education Coordinating Entity – Established, Legislative Information Management System.](#)

⁴ [Montgomery County Children’s Opportunity Alliance.](#)

⁵ [Montgomery County Code § 10A-12.](#)

⁶ [Action Staff Report for Bill 42-21, Montgomery County Council, Action February 15, 2022, PDF pg. 3.](#)

⁷ [Introduction Staff Report for Expedited Bill 23-25, Montgomery County Council, Introduced June 17, 2025.](#)

⁸ Ibid.

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⁹ [RESJIS for Bill 42-21, Office of Legislative Oversight, December 8, 2021.](#)

¹⁰ [Bill 27-19, Administration – Human Rights – Office of Racial Equity and Social Justice – Racial Equity and Social Justice Advisory Committee – Established, Montgomery County Council.](#)