



Early Learning Programs Expansion Report

Joint Ways and Means Subcommittee on Education

Gwyn Bachtle, ELD Director of Programs

Jaiya Choles, Lead Program Specialist

Heidi Grogger, Healthy Families Oregon Program Manager

February 14, 2022



Report on Program Expansion Plan

- Overview
- Preschool Promise
- Oregon Prenatal to Kindergarten
- Healthy Families Oregon
- Summary and Request





Overview

Senate Bill 5513 - Policy Option Package 402 Expansion of Early Learning Programs

- Expansion of three programs
 - Preschool Promise
 - Oregon Prenatal to Kindergarten (OPK)
 - Healthy Families Oregon
- Total budget of \$68 million
 - \$30 million scheduled
 - \$38 million unscheduled
 - Funded with resources from the Early Learning Account



Overview

Senate Bill 5513 - Policy Option Package 402 Expansion of Early Learning Programs

- Directs the Early Learning Division (ELD) report back to Interim Joint Committee on Ways and Means on the roll-out of the expansion
- Report includes updates on:
 - Estimated supply of qualified providers
 - Number of children in existing program slots
 - Distribution of the actual and planned slots across the state



Overview

Senate Bill 5513 - Policy Option Package 402 Expansion of Early Learning Programs

Program	Expansion	Funding
Preschool Promise	2,516 slots	\$ 43,921,812
Oregon Prenatal to Kindergarten Preschool	Convert 1,400 partday to fullday	\$ 17,418,800
Oregon Prenatal to Kindergarten Prenatal to three	265 slots	\$ 5,830,000
Healthy Families Oregon	100 families	\$ 829,388
Total		\$ 68,000,000



PRESCHOOL
P R O M I S E



Preschool Promise

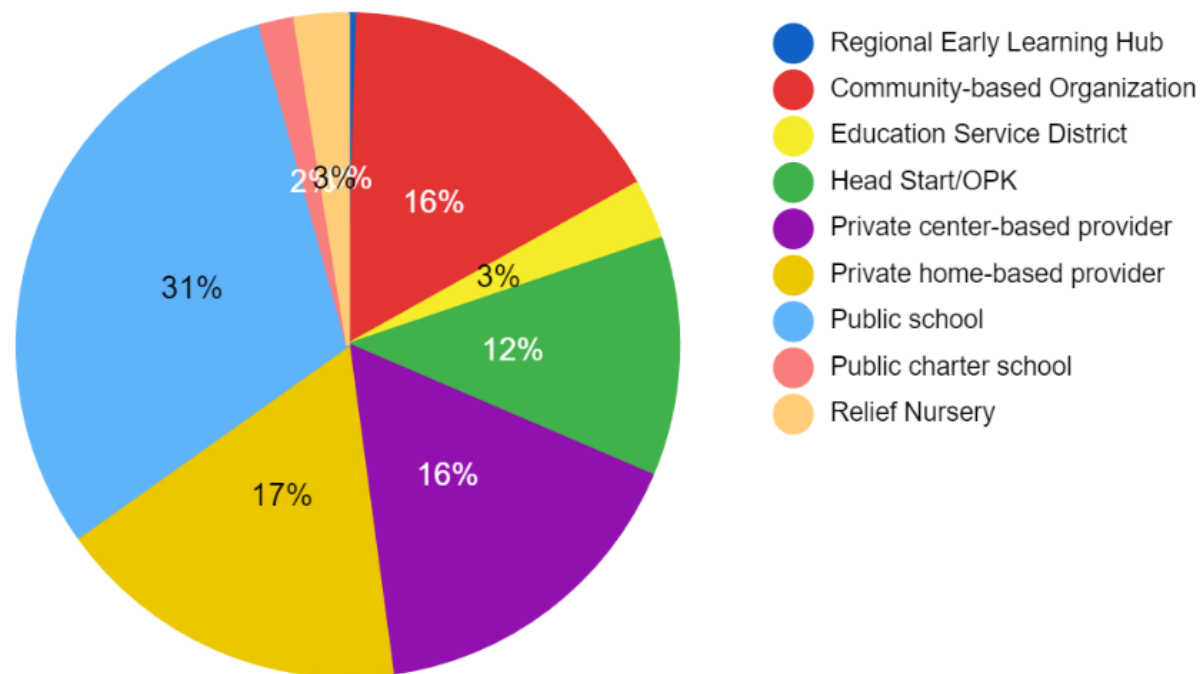
- In 2015, House Bill 3380 (ORS 329.172) directed the Early Learning Division to administer a preschool program with the goal of “expanding the availability of high-quality preschool options for children across the state.”
- This program, now called Preschool Promise, had its first year of implementation in 2016 and was funded to serve 1,300 children.
- Has experienced expansion each biennium since inception.



Preschool Promise

High quality mixed delivery preschool program offering full day services to children ages 3-5 living at or below 200% of the federal poverty level and children in foster care.

Percentage of Slots by Provider Type





Quality Requirements

- Minimum of 900 hours of preschool services September to June
- Operate at least 6 hours per day, 4 days per week
- Implement a developmentally appropriate curriculum and ensure all learning environments and instructional strategies are inclusionary
- Administer child level outcome assessments
- Participate in professional learning opportunities
- Participate in Spark, Oregon's Quality Rating and Improvement System
- Meet program standards for licensing compliance record



Statewide Distribution

Current Service Levels for 2021-2022

- 3,756 slots
- 173 grantees
- 258 sites

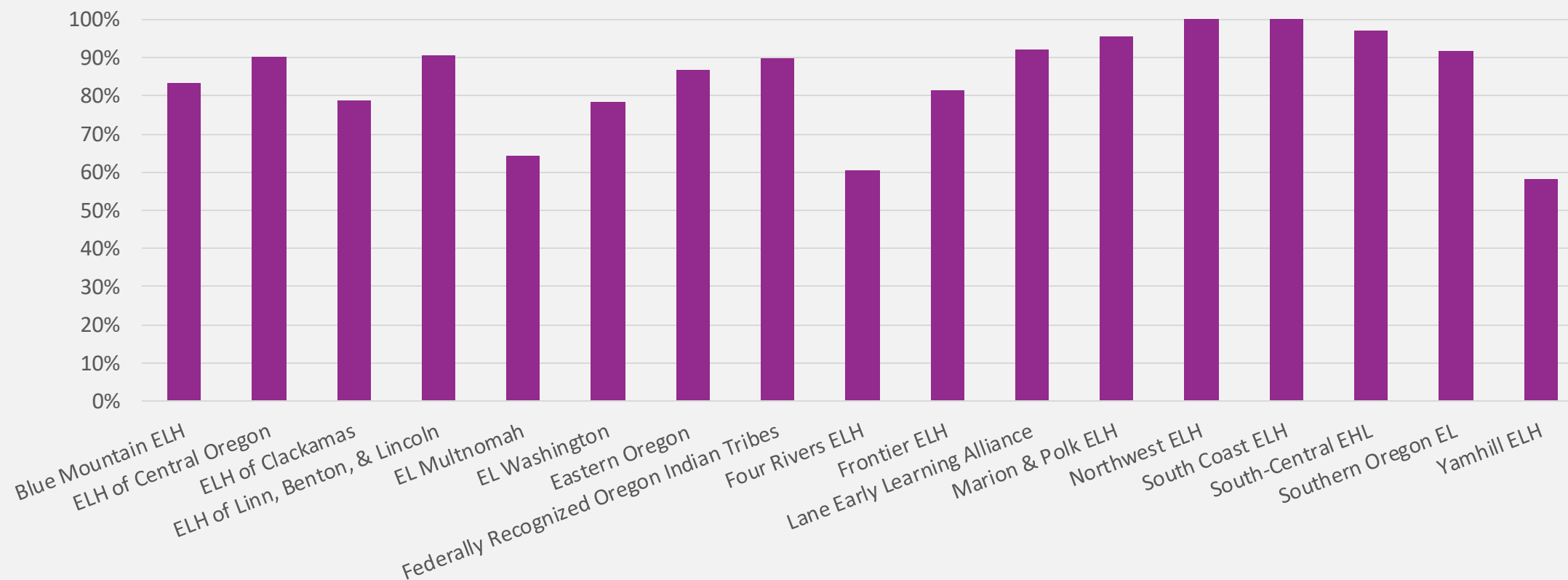
2021-2022 Preschool Promise Slots by Hub Region

Early Learning Hub Region	Slots
Blue Mountain Early Learning Hub	171
Early Learning Hub of Central Oregon	156
Early Learning Hub of Clackamas County	185
Early Learning Hub of Linn, Benton & Lincoln Counties	224
Early Learning Multnomah (ELM)	544
Early Learning Washington County	400
Eastern Oregon Early Learning Hub	129
Four Rivers Early Learning Hub	129
Frontier Early Learning Hub	34
Lane Early Learning Alliance	329
Marion and Polk Early Learning Hub, Inc.	569
Northwest Early Learning Hub	179
South-Central Early Learning Hub	244
South Coast Regional Early Learning Hub	66
Southern Oregon Early Learning Services	339
Yamhill Early Learning Hub	58



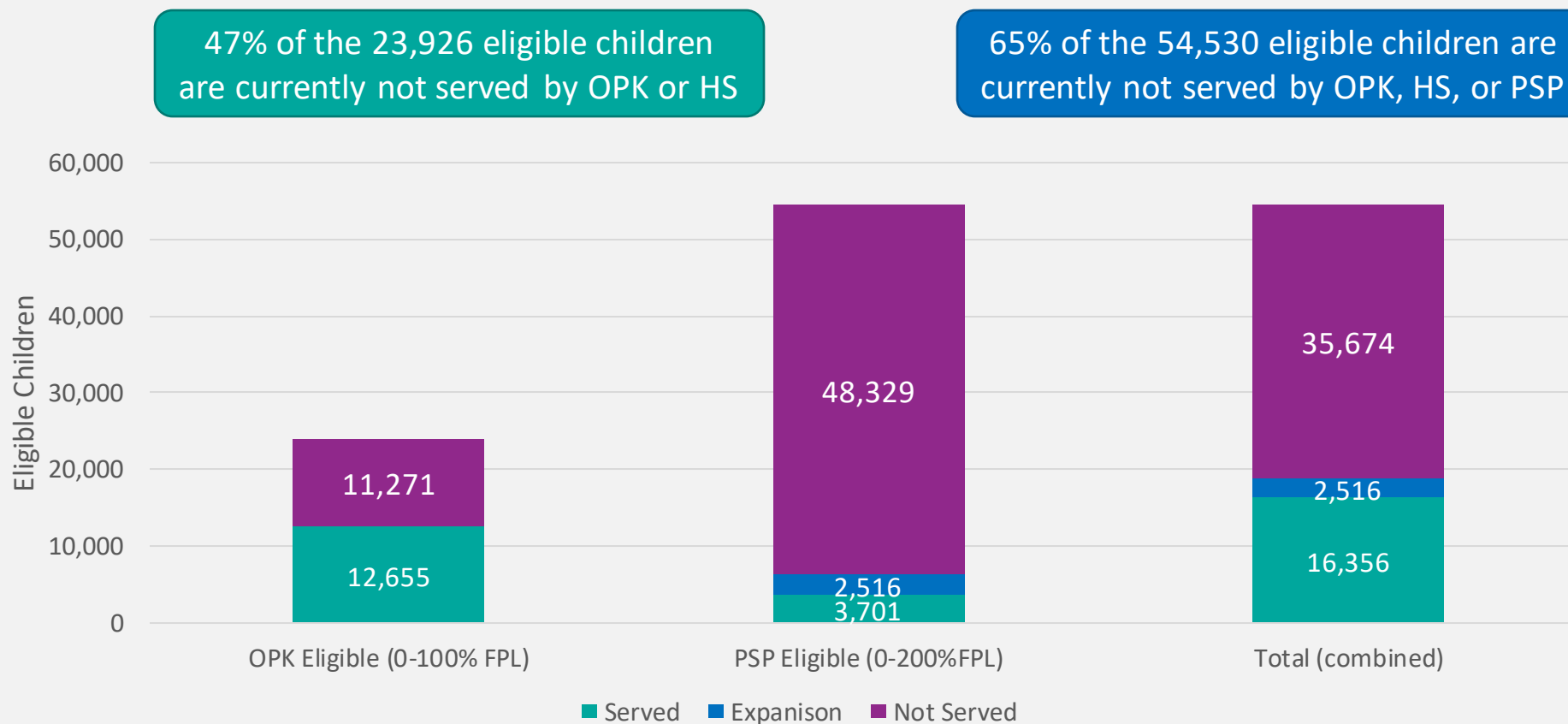
Current Enrollment for Allotted Slots

December 2021 Enrollment By Hub Region





Current service levels & upcoming expansion of public pre-K programs



Federal Head Start enrollment estimate is 4,885 and included in the OPK Eligible Served category.

Oregon Pre-Kindergarten data represents funded slots from 2020-2021 & Preschool Promise data represents funded slots from 2021-2022. Source: Early Learning Division

Total population defined as children ages 3-5 living in families at or below 100% and 200% of the Federal Poverty Level; Source: ACS 5-Year Estimates—Public Use Microdata Sample 2019



Surveying Interest in Expansion

- Voluntary informational survey distributed to all current ELD program grantees, distributed locally by Child Care Resource & Referral agencies and published on ELD's website/social media
- All providers were encouraged to respond, but not required
- Questions on the survey were optional (and could be skipped) because the survey was voluntary
- Survey closed on January 10, 2022 and had remained open for approximately 40 days



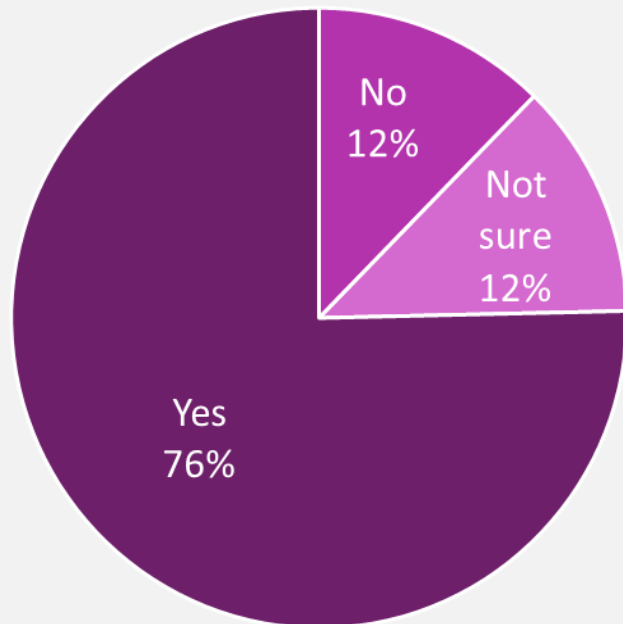
Survey Respondents

- 391 providers completed the survey
 - 138 out of 173 current Preschool Promise providers
 - 253 other preschool providers
- Respondents do not include all current Preschool Promise grantees or all potentially eligible providers across the state
- Formal Request for Applications (RFA) is scheduled for Spring 2022

Providers Interested in Expansion

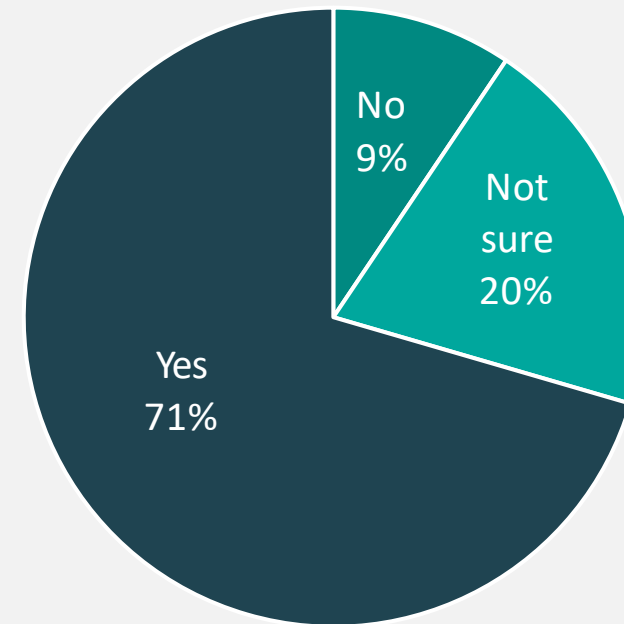
Current Preschool Promise Grantees

- 104 out of 138 current providers who responded are interested



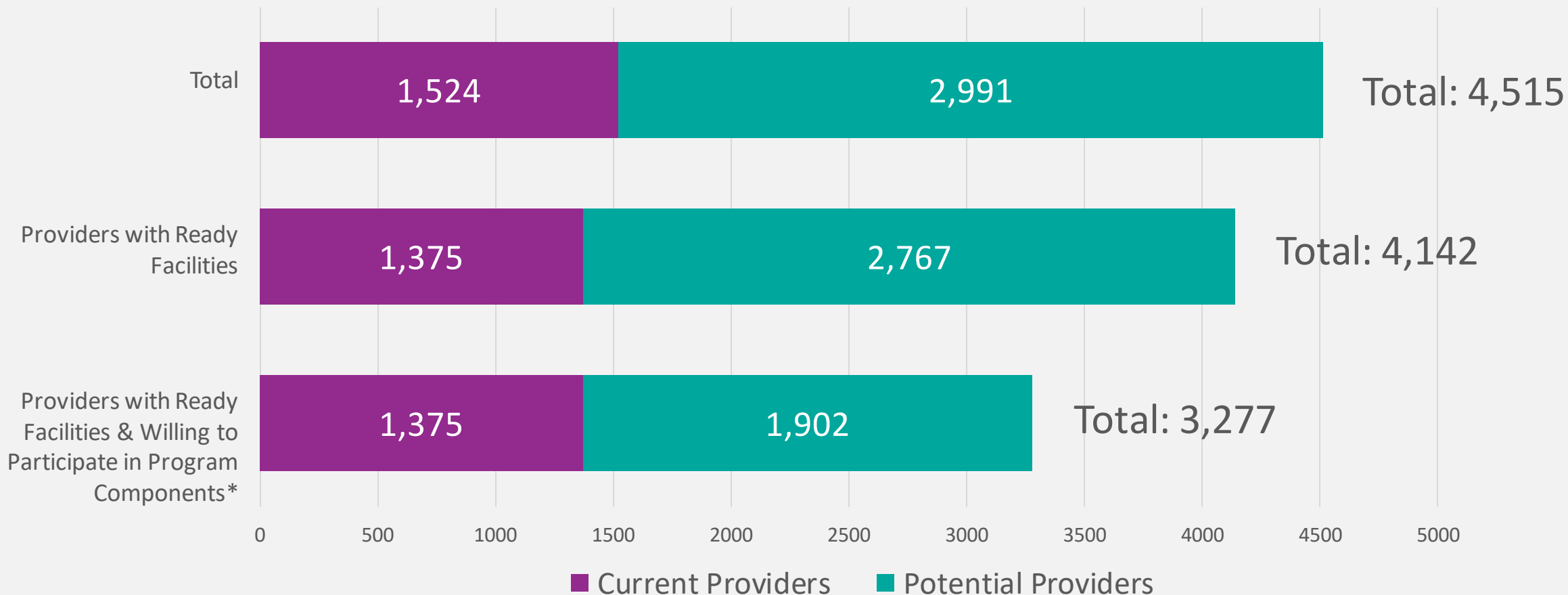
Potential New Providers

- 172 out of 253 potential new providers who responded are interested





Interest in Expansion: Estimated Slots



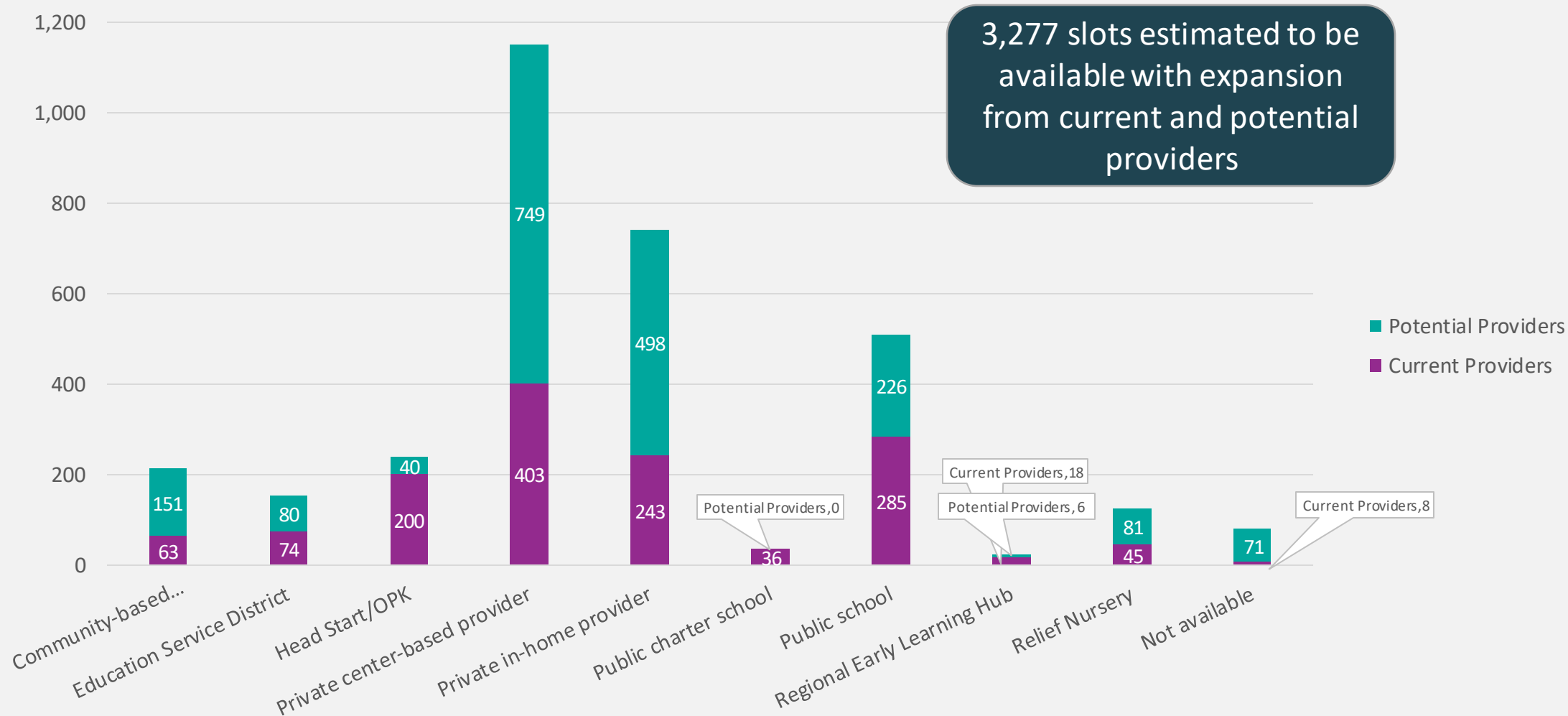
*Note: Willingness to participate in program components questions were only asked of potential new providers, program requirements are stated in grant agreement for current grantees



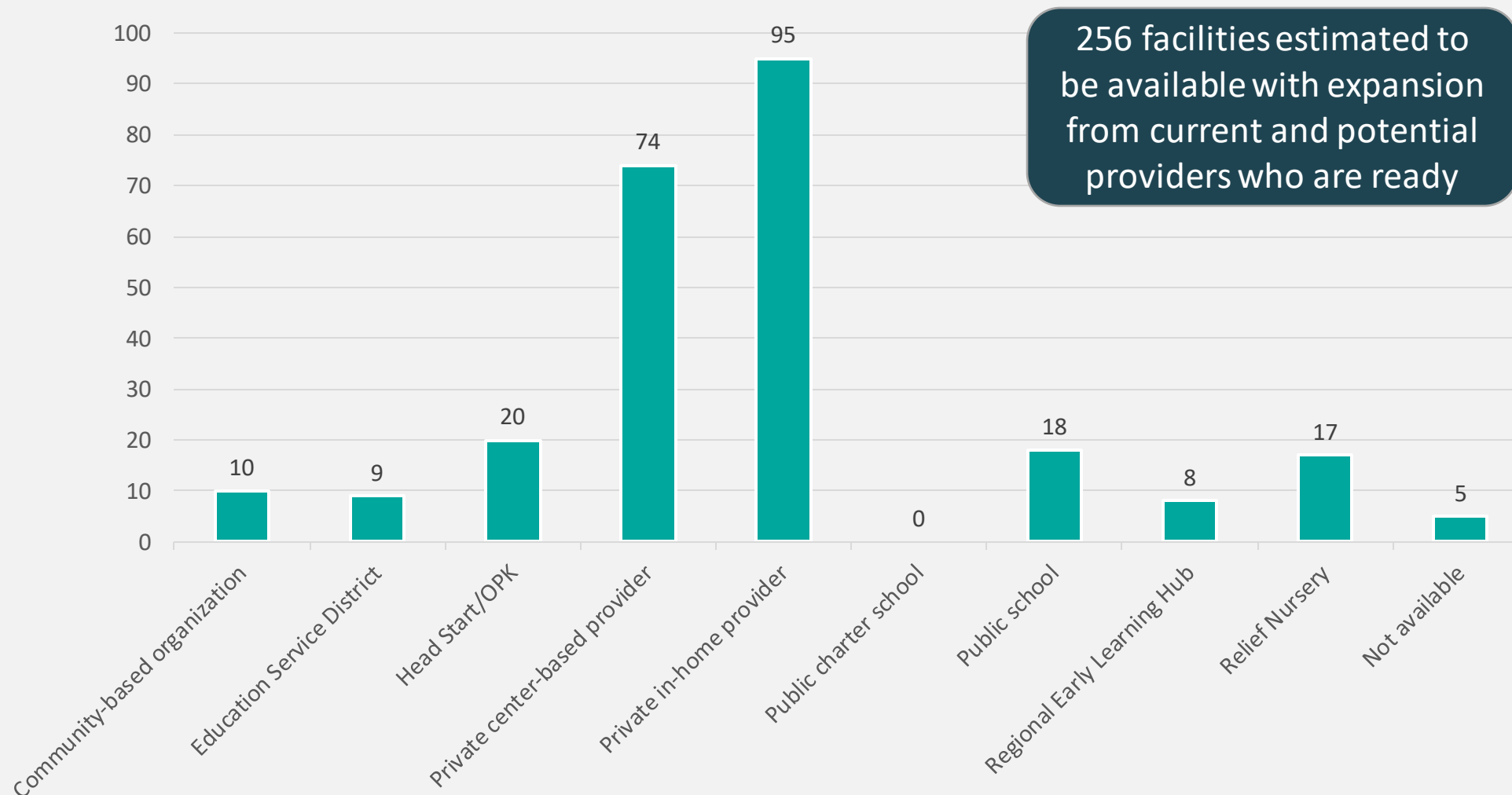
Willingness to Participate in Program Components

- 1 Implement a developmentally appropriate curriculum and assessment
- 2 Participate in Spark, Oregon's Quality Rating and Improvement System
- 3 Participate in professional learning opportunities
- 4 Minimum of 900 hours of preschool services September to June
- 5 Operate at least 6 hours per day, 4 days per week
- 6 Serve families with incomes at or below 200% FPL
- 7 Serve children who are in foster care

Slots Requested By Ready Providers by Type

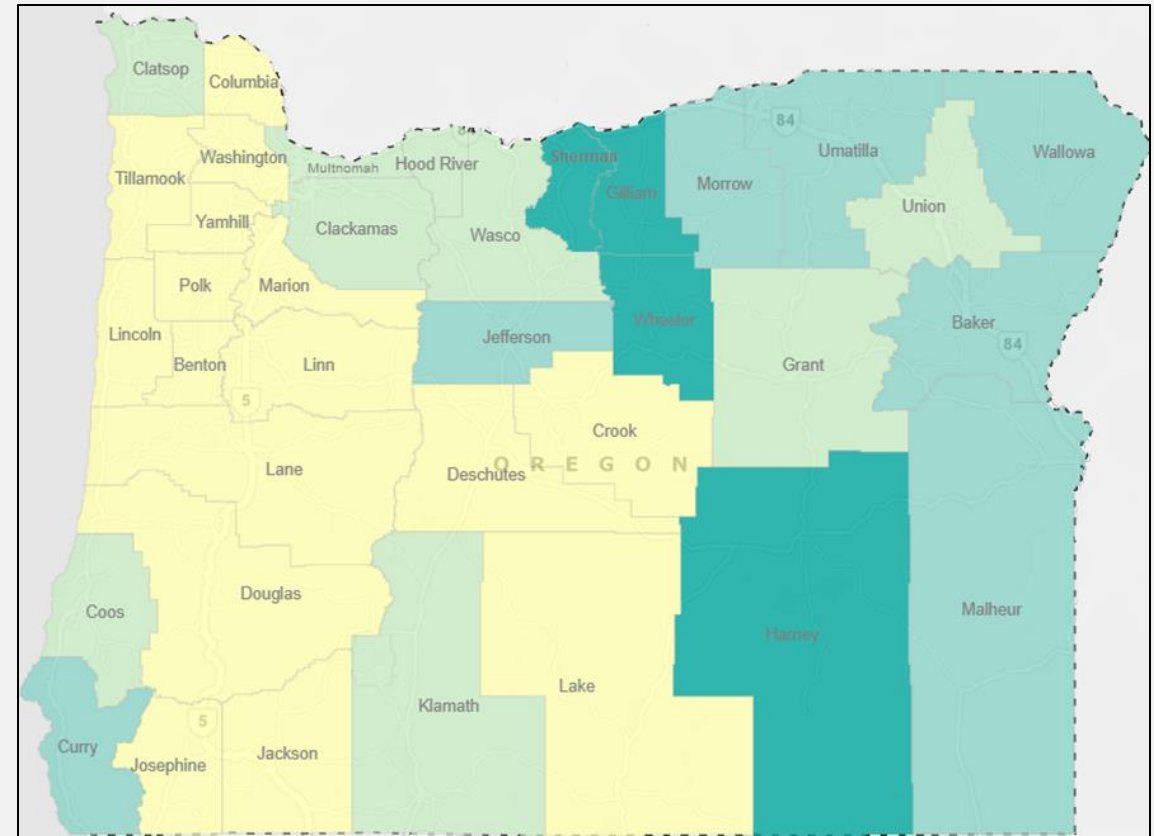
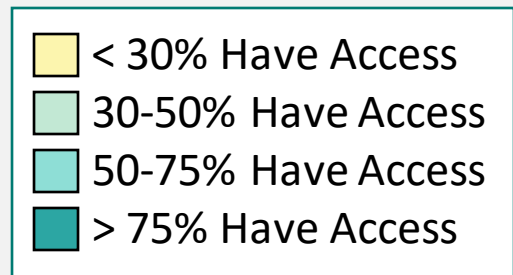


Available New Facilities by Ready Providers



Distribution Plan for Expansion

- 10% saturation in all counties
- Higher slot allocations in counties where fewer children currently have access





Next Steps

- Interest survey responses give us confidence we will meet the statewide expansion goal of 2,516 new slots
 - Ready providers are interested in serving 3,277 children in Preschool Promise
- Use interest survey information to determine counties and Early Learning Hub regions that may need additional recruitment efforts to reach regional expansion goals
- Formal RFA process planned for Spring 2022



Oregon Prenatal to Kindergarten





Oregon Prenatal to Kindergarten (OPK)

- In 1987, the Oregon Legislature passed Senate Bill 524 that created the Oregon Prekindergarten Program (OPK), modeled after and designed to work side-by-side with, the federal Head Start program, serving children from age three to five, and their families.
- ELD partners with the federal Region X Head Start office to support the monitoring of program implementation and to offer training and technical assistance to grantees.
- Service area agreements cover the entire state.



Overview

- In 2019, HB 3427 included investments to:
 - Convert part day OPK preschool into full day model
 - Add prenatal to three year-old early learning programming
- Oregon Prekindergarten became Oregon **Prenatal** to Kindergarten
- Full suite of service models aligned with federal Head Start
 - Part day preschool and home visiting
 - Full day (duration) preschool and home visiting
 - Center-based infant and toddler care and home visiting
 - Prenatal to age three home visiting
 - Locally designed prenatal to age three programming
 - Partnerships with Family Child Care providers for 0-3 year-olds



OPK and Federal Head Start Service Levels

Total OPK P-3 Slots:	1,152
Total OPK Pre-K Slots:	7,717
Federal EHS Slots:	2,209
Federal HS Slots:	6,627
Total OPK P-3/EHS Slots:	3,361
Total OPK PreK/HS Slots:	14,344

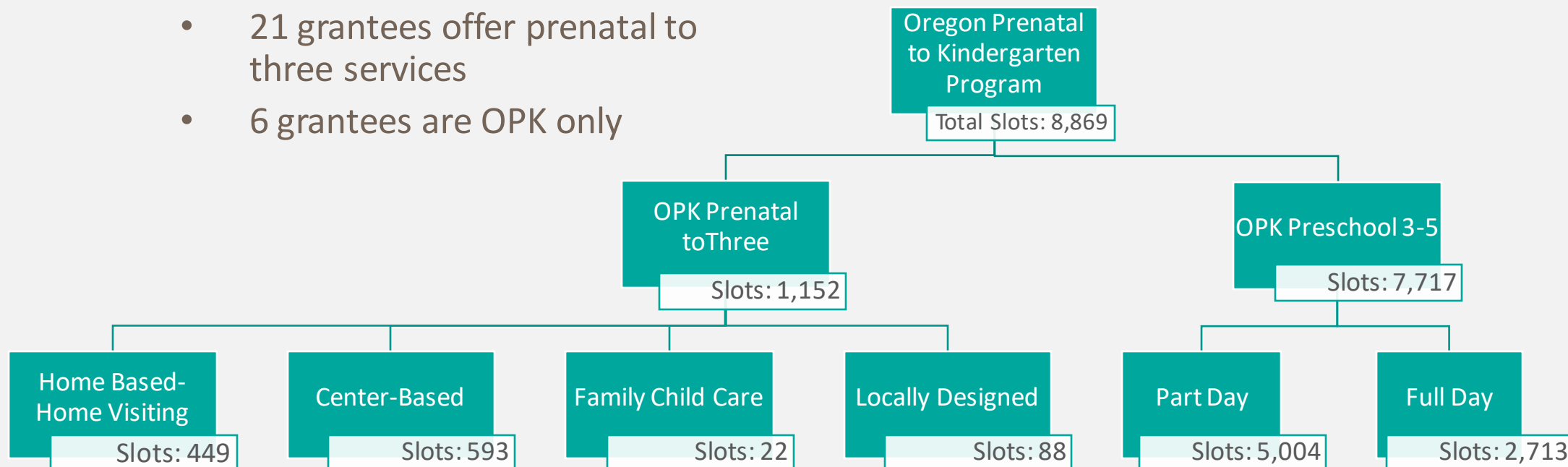




Current Service Levels

Current service levels for 2021-2022

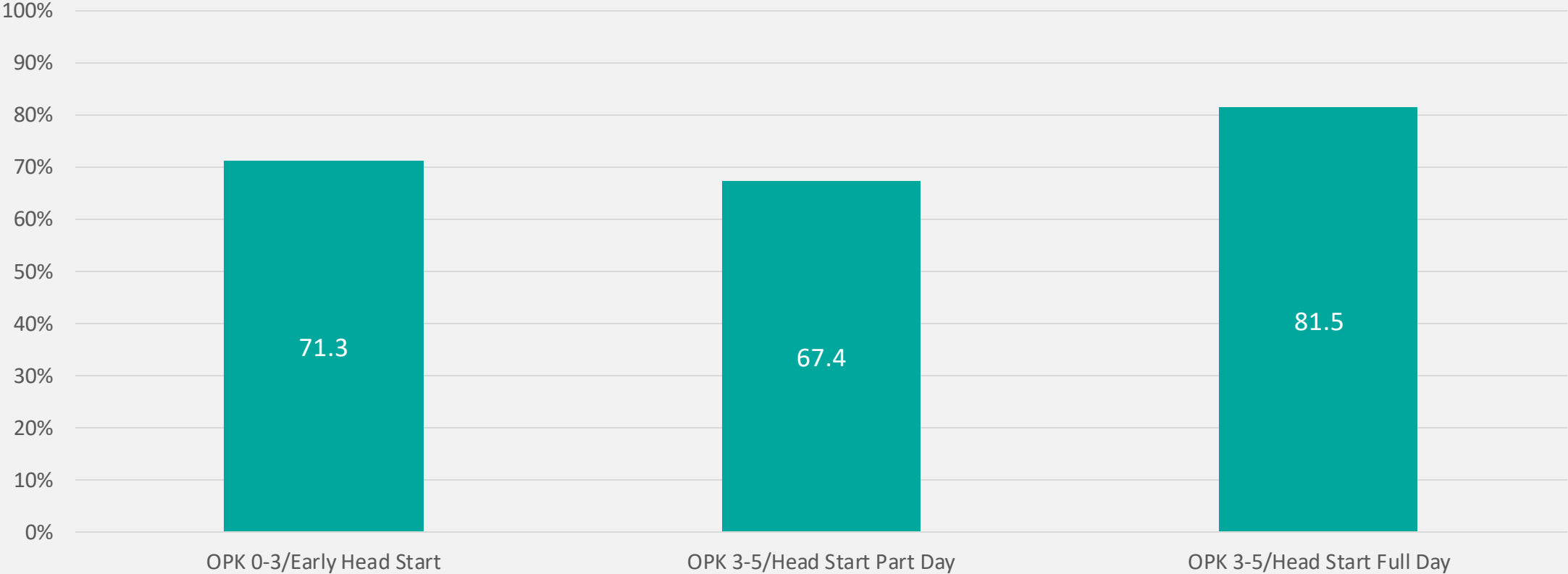
- 30 grantees
 - 28 grantees offer OPK preschool
 - 21 grantees offer prenatal to three services
 - 6 grantees are OPK only





Current OPK and Federal Head Start Enrollment

December 2021 Enrollment By Program Type





OPK Request for Information (RFI)

- RFI was released to all current grantees in fall and closed in December 2021.
- Grantees were asked to use their community needs assessment to align their programming models to meet community need by:
 - expanding Prenatal to Three programming,
 - converting part day preschool to full day, and
 - the necessary start-up funds to prepare facilities for new services.
- 100% of grantees responded to the RFI.
- Currently engaging with the Tribes who have a federal Head Start grant, but not an OPK grant, to determine interest in expansion.



OPK Expansion Request

OPK 3-5 Conversion of Slots

- 1,077 out of 1,400 preschool slots requested to be converted from part day to full day

OPK 0-3 Expansion

- 263 out of 265 slots requested

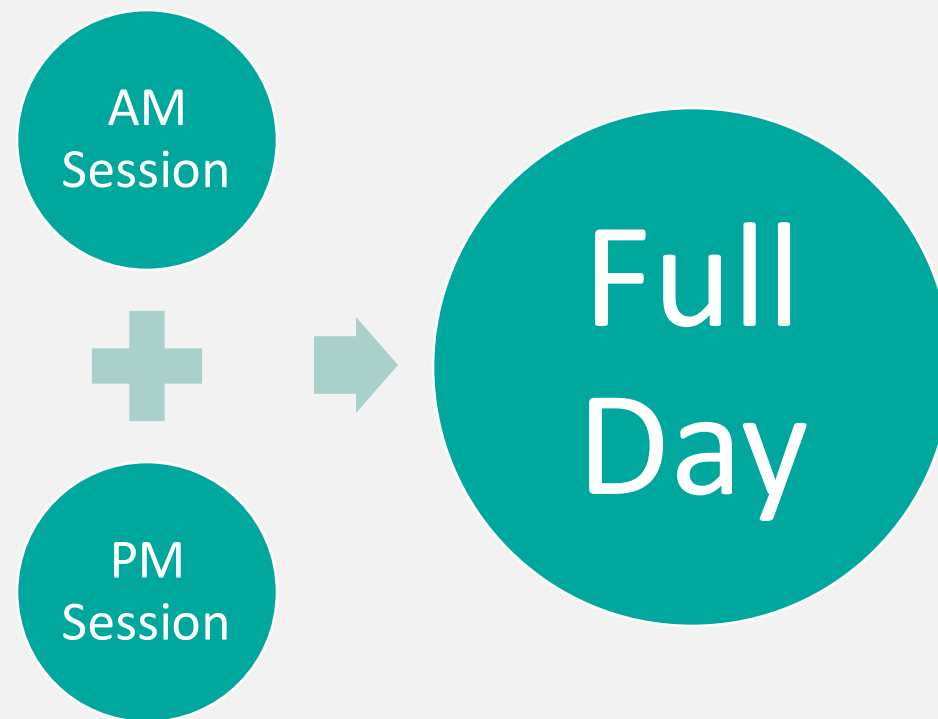
2021-2022 Slot Information	2022-2023 Slot Information
Current Prenatal - 3 Slots	2022-2023 Prenatal - 3 Slots - EXPANSION
HOME BASED	HOME BASED
449	409
CENTER BASED	CENTER BASED
593	812
FAMILY CHILD CARE	FAMILY CHILD CARE
22	34
LOCALLY DESIGNED OPTION	LOCALLY DESIGNED OPTION
88	160
TOTAL P-3 SLOTS	TOTAL P-3 SLOTS
1152	1415



OPK Expansion Request

Conversion of part day to full day of increases the need for classrooms.

- Full day services can reduce the number of children served unless additional space is available.
- Nine of the thirty grantees indicated that their expansion request was lower than they would like due to current facilities limitations.





Healthy Families Oregon





Healthy Families Oregon

Healthy Families Oregon, formerly known as Healthy Start Healthy Families, was created by the Oregon Legislature in 1993.

A free, voluntary program for new and expectant parents, offering family support and education through home visits. Services continue for at least three and up to five years.

An evidence-based model that meets rigorous benchmarks for federal MIECHV home visiting funding, found to have the largest nationwide impact on reducing child maltreatment.

HFO currently partners with **15 regional grantees** and **12 subcontracted agencies** to serve **31 counties** across Oregon

Healthy Families America (HFA) Accreditation

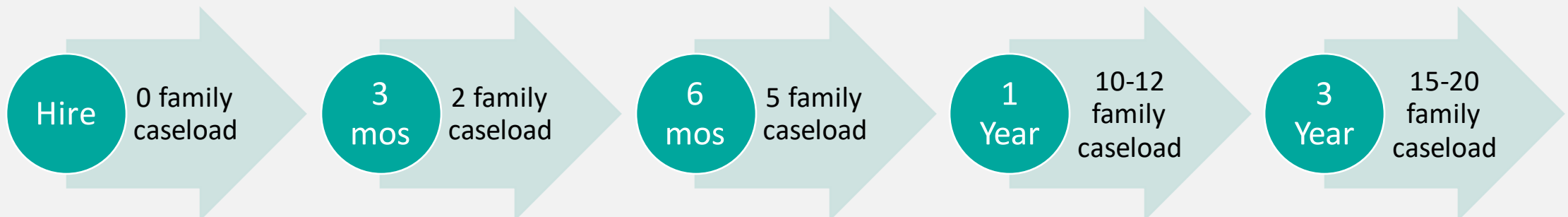
- As stated in rules, HFO "services follow evidence-based practices designed to achieve appropriate early childhood benchmarks, following the Healthy Families America model."
- HFO is an accredited Multi-Site System of Healthy Families America.
- All sites must follow the HFO Program Policies and Procedures Manual and the HFA Best Practice Standards to fidelity to achieve accreditation.
- There are 12 Policies and Procedure Standards and 7 Governance and Administration standards that all HFO sites must follow per the HFA Best Practice Standards.

Current Service Levels

- Service levels for HFO are determined by the number of Home Visitors and their capacity to serve families.
- Caseload capacity progresses over length of employment. With full caseload capacity achieved after 12 months of employment.
- As of December 2021, HFO service providers were at 82% of the capacity to serve families (1,273 families served that month).

Current Home Visiting Staff & Tenure

Length of Employment	Total	Capacity for number of families served
< 3 months	7	0
3 - 6 months	13	26
6 - 12 months	23	115
> 12 months	33	330
> 36 months	72	1080
TOTAL	148	1551

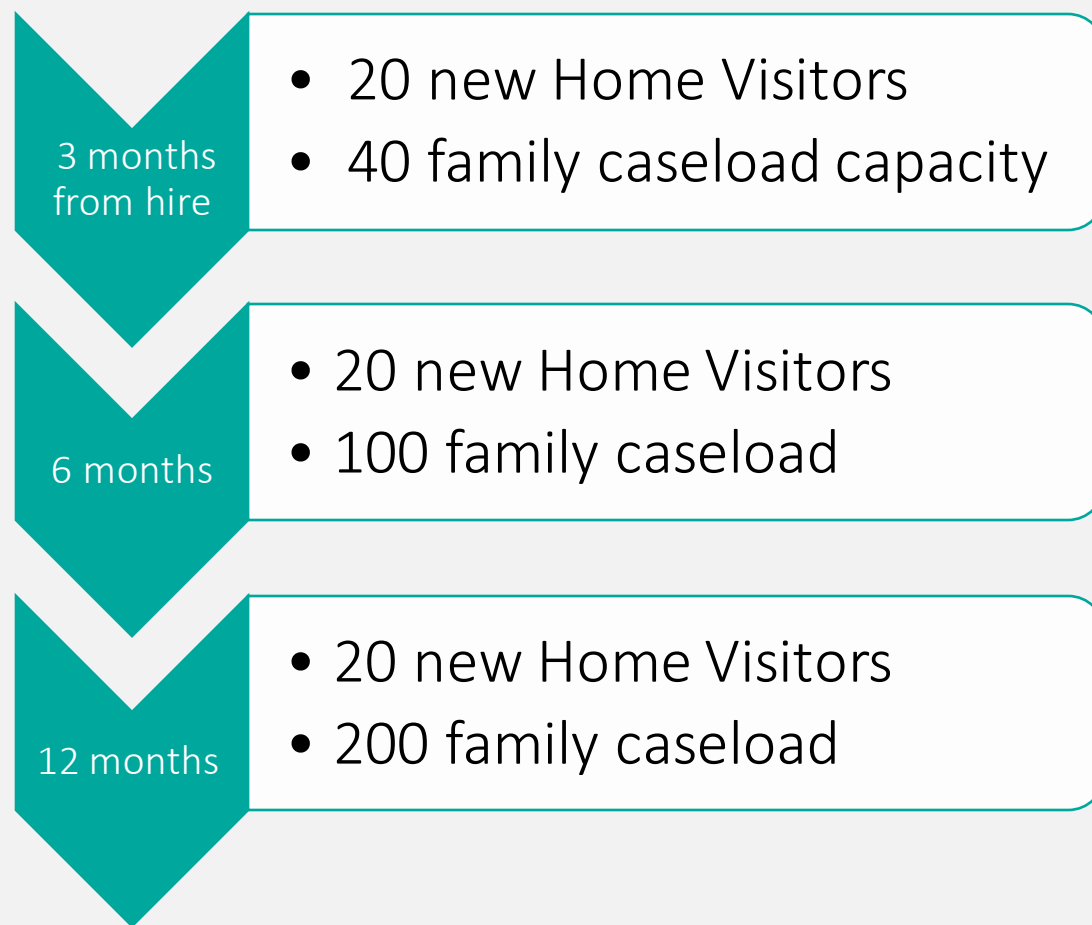




New Home Visitors Cost to hire Home Visitors

The method of hiring new staff to serve 100 families in a 12-month period was determined to be an expensive method with no guarantee of 100 new families served.

- The mean salary for a Home Visitor is around \$38,883.
- The highest fringe rate in our network is 72%.
- The lowest fringe rate in our network is 15%.
- Salary + fringe would equate a total of \$44,715-\$66,878.
- To hire 20 new home visitors:
 - $20 \times \$44,715 = \$894,300$
 - $20 \times \$66,878 = \$1,337,560$

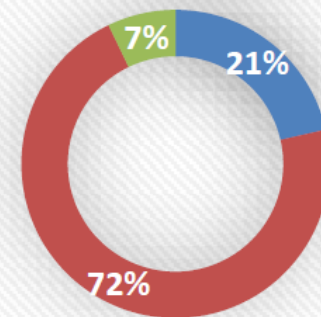




Survey Overview

- To ensure that a Request for Information (RFI) would gather the necessary information to make funding decisions that would generate 100 new families being served, the ELD surveyed HFO grantees.
- Ten question survey sent to contract leads and regional program managers to determine how to best use expansion funds to meet expansion goal.
 - 12 out of 15 current grantees responded to the survey

Response by Role



- Organizational Leadership
- Program Manager
- Assistant Program Manager



Survey Results

Opportunities for Impact with Expansion Funds

Workforce stabilization strategies to improve retention of current home visitors

Increasing capacity of screening and referrals system



Workforce Stabilization

Length of Employment	Total
< 3 months	7
3 - 6 months	13
6 - 12 months	23
> 12 months	33
> 36 months	72
TOTAL	148

- Retain all 13 staff in the 3–6-month category for 6 months:
 - **+39 additional family capacity**
- Retain all 23 staff in the 6–12-month category for 6 months :
 - **+115 additional family capacity**
- Retain all 33 staff in 12–24-month category for 1-2 years:
 - **+330 additional family capacity**



Workforce Stabilization

- As demonstrated by our caseload capacity over time. Retaining staff is not only cost effective but would increase capacity to serve new families.
- HFO is a relationship-based model; not only do we lose capacity to serve new families, but we also lose families currently receiving services when there is staff turnover.

New Hires

20 new Home Visitors

Approx. \$1.3 million

Retention of Staff

20 Home Visitors retained for over 1 year

Approx. \$800,000



Staff Turnover in HFO

	Hired*	Exited*
2018	56	46
2019	28	39
2020	48	47
2021	62	50

In 2021, 12 of 15 program site reported 32 Home Visitors who exited employment with HFO.

The top four reported reasons for exiting included :

- Pay- 11 staff (34%)
- Resignation- 4 staff (12%)
- New Job- 3 staff (9%)
- Personal- 3 staff (9%)

*These figures reflect all roles and not just Home Visiting Staff.



Screening & Referral System Capacity

Increasing the capacity of the screening and referral system works twofold:

1. By unburdening Home Visitors capacity in areas of indirect work.
 - As identified in the survey, screening & referrals account for most of the indirect work completed by Home Visitors.
2. Increase the total number of referrals received and therefore total number of families served.
 - Due to COVID, many of the referral systems changed dramatically, this has caused a dip in total referrals to the program.



Next Steps

1. Release RFI for existing grantees requesting strategies that will:
 - Impact workforce stabilization to maximize number of families served,
 - Reach more families with home language other than English,
 - Improve the screening and referral system capacity.
2. Potential for not all grantees to receive expansion funding.
 - Distributing funds across all grantees could spread funds out too thinly to meet expansion goal.



Summary and Request



Need for Continued Expansion

- Stabilization of the early childhood sector in support of families going back into the workforce.
- Even with expansion, over half of eligible children in Oregon still would not have access to a publicly funded early learning services.
- Community and program interest in expansion
 - Over 4,717 early learning opportunities for children and their families requested in the surveys for HFO and PSP and the RFI for OPK
- Programs were consistently fully enrolled prior to the COVID-19 pandemic.
- Multiple causes of under enrollment are likely:
- National staffing crisis
 - Families keeping children home due to safety concerns
 - Head Start staff vaccination and child masking requirements



Requested Action

Requested Plan for Use of Funds	
Preschool Promise Program	\$ 43,921,812
Oregon Prenatal to Kindergarten (OPK)	\$ 23,248,800
Healthy Families Oregon	\$ 829,388
Total Funds Requested for Early Learning Program Expansion	\$ 68,000,000

The Department of Education, Early Learning Division respectfully requests as, directed in SB 5513, acceptance of our report on the roll-out of expansion of early learning programs funded from the Early Learning Account and requests that the Committee directs the Department of Administrative Services reschedule the \$38 million in Other Funds to support early learning program expansion in the manner outlined in this report.