



# PRESCHOOL PROMISE

Biennial Report  
to the Legislative Assembly  
on the Preschool Promise Program



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# Biennial Report to the Legislative Assembly on the Preschool Promise Program

## Executive Summary

In accordance with ORS 329.172(9), the Early Learning Division (ELD) submits the following biennial report on the Preschool Promise program. It provides requested information for the 2017-19 biennium including enrollment, costs, state funding received, data on program outcomes, education and salary data for the educators who provide program services, and recommendations for improvements to administration and evaluation.

Preschool Promise funds preschool slots (also called enrollment opportunities) in high quality preschools for 3- and 4-year-old children whose family incomes are at or below 200% of the federal poverty level (FPL). During the 2017-19 biennium, the legislature committed \$35.7 million to fund 1,300 slots, at an annual cost per slot of \$13,731. The cumulative enrollment in Preschool Promise totaled 1,446 children in 2017-18, and 1,531 children in 2018-19. Of those children, approximately two-thirds were from families whose incomes were between 100% and 200% of the FPL, while the other third were from families earning below 100% of the FPL.

In the 2017-19 biennium, ELD funded nine regional Early Learning Hubs to subcontract with providers. Preschool Promise funding reached approximately 100 preschool sites. As a “mixed delivery” system, Hubs could contract with private businesses, nonprofit organizations, Education Service Districts, Head Start/Oregon Pre-kindergarten (OPK) operators, and local education agencies/public schools. Preschool Promise providers affirm that they meet research-based program standards and other elements of quality defined by statute, including highly trained lead preschool teachers and high quality, culturally responsive curricula, assessments, and professional development. During the 2017-19 biennium, Hubs were responsible for monitoring quality at the program level. Improvements to ELD administration and evaluation included obtaining funding for capacity expansion, data tracking, and management.

Preschool Promise providers also work to ensure that staff are highly qualified and appropriately compensated for their work. About two-thirds of Preschool Promise lead teachers had a bachelor’s degree or higher during the biennium, and 52% of all staff had salaries within the range set by the Early Learning Council (ELC).

The ELD is committed to continuous quality improvement and looks forward to sharing data from the 2019-21 program expansion, changes that occurred to administration and impacts of the COVID-19 pandemic with the legislature during the 2022 Legislative Session.

## Introduction

House Bill 3380 (ORS 329.172) directed the ELD 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. The ELD first reported on Preschool Promise in 2017, along with OPK and Early Head Start.<sup>1</sup> This report to the Legislature describes the 2017-19 implementation, and includes the following requested information:

- (a) Enrollment by family income and priority populations
- (b) Cost to serve each child

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<sup>1</sup> [2017 Oregon PreKindergarten Legislative Report \(oregonlegislature.gov\)](https://www.oregonlegislature.gov/2017-19-legislative-report)

- (c) The level of state support received
- (d) Systems the ELD is building to determine program effectiveness, including student progress and outcomes
- (e) Improvements that have been made to the administration and evaluation of the Preschool Promise Program
- (f) The salary, education levels, and turnover rates of lead preschool teachers and teaching assistants employed by preschool providers participating in the Preschool Promise Program

## Preschool Promise overview

Preschool Promise funds slots in high quality preschools for children ages 3- and 4-years old, whose family income is at or below 200% of the FPL.<sup>2</sup> Preschool Promise aims to expand the availability of preschool options by investing resources needed to start new preschools or expand existing programs to serve more children.<sup>3</sup> By funding slots at amounts that approximate the actual costs of quality for eligible children and allowing providers to concurrently serve children funded through other sources, Preschool Promise increases options for all children in Oregon.

As a mixed delivery program, a variety of legal entities are eligible for Preschool Promise funding, including private home based child care providers, privately owned child care centers, nonprofit community based organizations, Head Start/OPK providers, Relief Nurseries, Education Service Districts, and public and private schools. The mixed delivery approach recognizes that high quality early learning experiences can take place in a variety of settings and parents have different preferences for their child's learning environment.

Preschool Promise providers agree to conform to quality requirements defined under ORS 329.172 including at least 900 program service hours per year, a research-based, culturally responsive curriculum and assessments aligned with the Early Learning Guidelines, parent and family engagement activities, and qualified staff. Preschool Promise seeks to create options for families by allowing variation in areas such as type of setting, program opening and closing times, and educational philosophy. For example, while Preschool Promise providers must offer 900 hours of service, providers vary in their calendars and operating hours with some operating on the traditional school-year calendar and others open year-round with extended day care, allowing working parents to access programs that meet their needs.<sup>4</sup> Similarly, while Preschool Promise providers must use a research-based and culturally responsive curriculum and developmentally appropriate practices that emphasize play, they may ground their specific programs in different philosophies and methods such as Montessori or Reggio Emilia.

As originally designed, HB 3380 took a regional approach to identifying and funding potential Preschool Promise providers, with Early Learning Hubs tasked with being the centralized node of coordination. This role included assessing community needs, identifying providers, and subcontracting with them to provide Preschool Promise services. For the 2017-19 biennium, nine Early Learning Hub regions (out of 16) received funding awards, based on an assessment of their readiness for managing implementation.<sup>5</sup>

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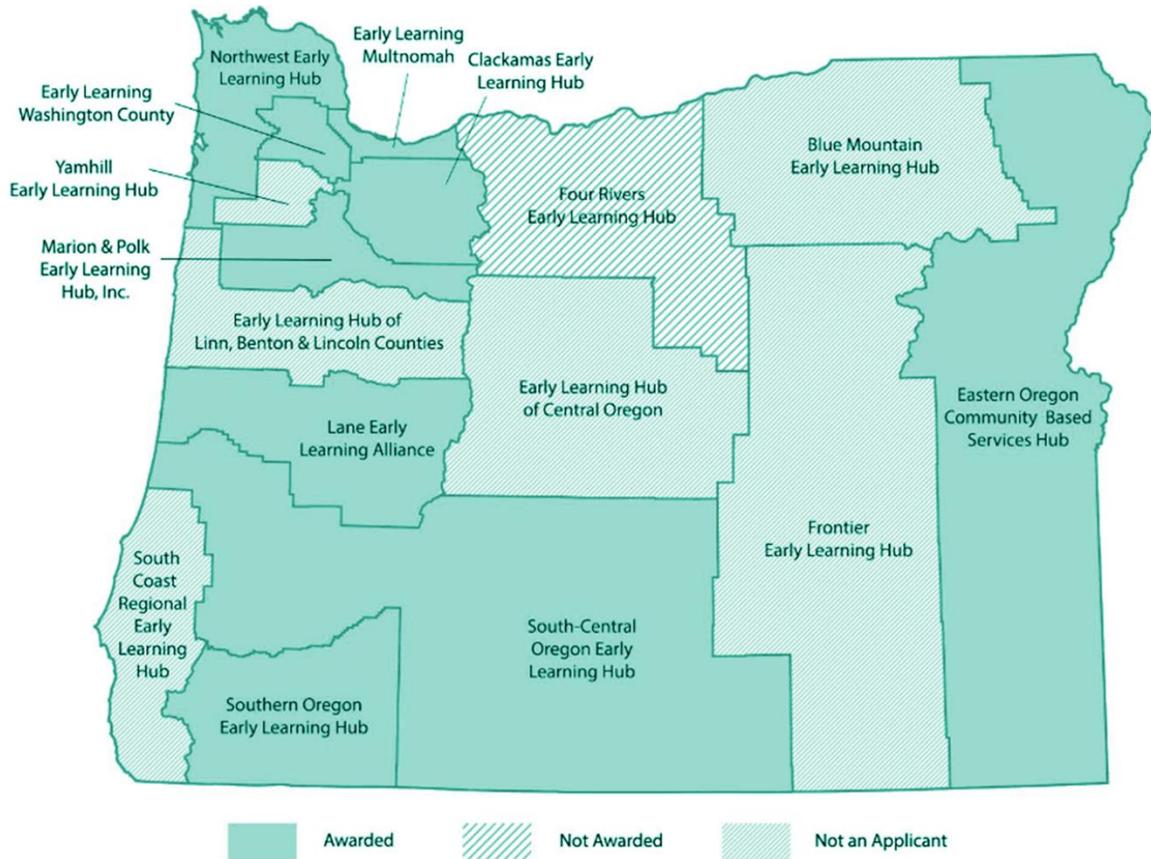
<sup>2</sup> \$49,200 for a family of four in 2017 (<https://aspe.hhs.gov/topics/poverty-economic-mobility/poverty-guidelines/prior-hhs-poverty-guidelines-federal-register-references/2017-poverty-guidelines>)

<sup>3</sup> According to ORS 329.172(3)(a), providers must be establishing a new preschool program or expanding an existing preschool program.

<sup>4</sup> Programs may charge an additional fee for hours of care not covered by Preschool Promise

<sup>5</sup> The ELC recommended a phased implementation process that prioritized Hub capacity and regional readiness rather than another distribution approach such as a funding formula. Please see [https://www.oregonlegislature.gov/citizen\\_engagement/Reports/ED\\_PreschoolPromiseLegislativeReport\\_010815.pdf](https://www.oregonlegislature.gov/citizen_engagement/Reports/ED_PreschoolPromiseLegislativeReport_010815.pdf) for a detailed description of how Hub regions were selected

Figure 1. Map of Awarded Early Learning Hub Regions

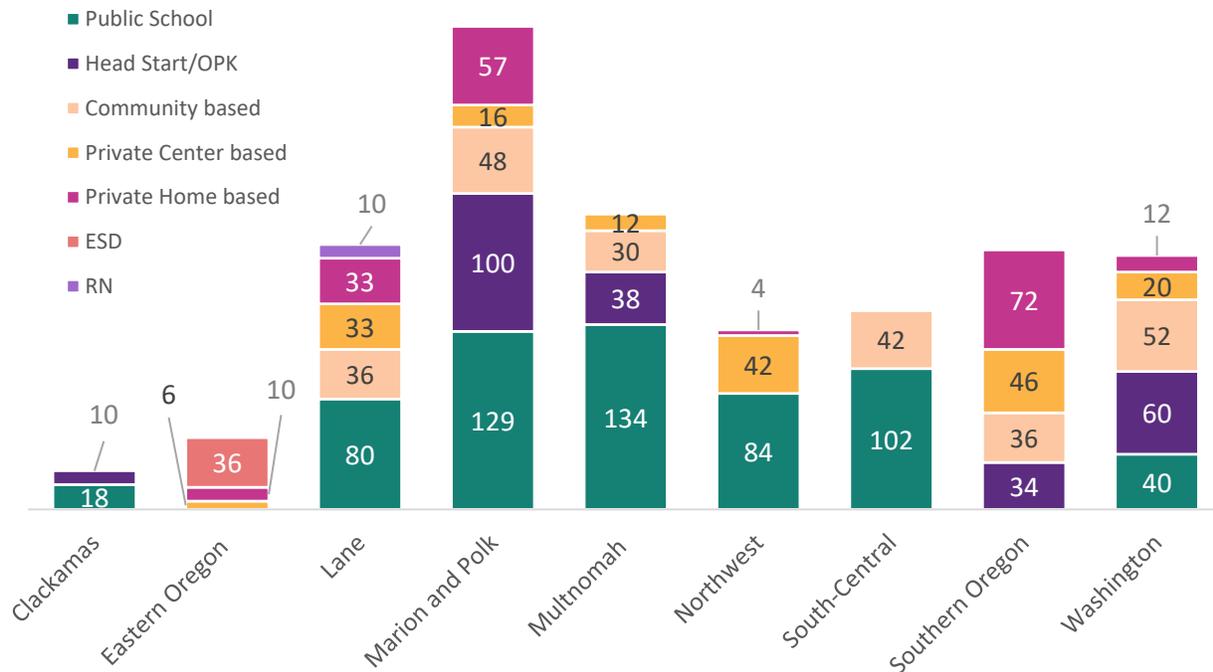


### Preschool Promise enrollment by type of provider

Preschool Promise slots were distributed based on the region’s stated need for enrollment opportunities. As shown in Figure 2, different Hub regions had a different mix of provider types.<sup>6</sup> For example, while public schools provided services to about a third of children across all regions, in Eastern Oregon services were provided by the Education Service District and private providers, and in Southern Oregon, private home based providers served the largest share of children compared other types of providers.

<sup>6</sup> ELD collects data on providers by the grantee and collects it using the categories described in ORS372. As a result, the data does not fully capture the location where the services are provided. For example, ESDs typically provide services at a public school, but may also subcontract with home based providers.

Figure 2. Slots by Provider Type by Hub Region, 2018-19



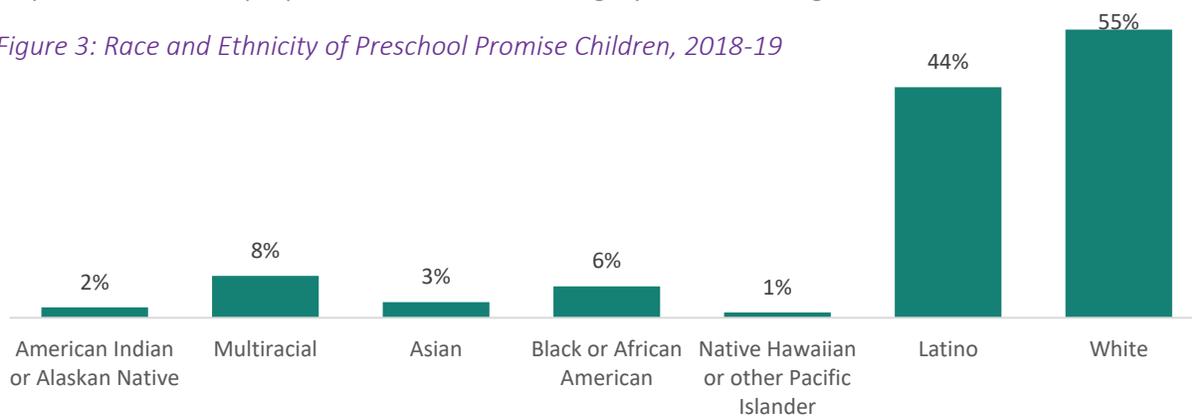
### Children and families served

Over the 2017-19 biennium Preschool Promise funded 1,300 slots. Providers counted a cumulative enrollment of 1,446 Preschool Promise children served in 2016-17 and 1,531 children in 2018-19.<sup>7</sup>

### Enrollment by ethnicity/race and languages

Preschool Promise aims to rectify historical inequities by serving children from groups that have been historically underserved. Enrollment data reflect this commitment. In 2017-18, ethnicity was collected with race. Latino children represented 42% of children served by Preschool Promise, followed by white students at 38% (not including Latino people who identify as white), and African American students at 7% of all children served in Preschool Promise. In 2018-2019, ethnicity was selected separately from race, meaning each child was counted in a race category and was also counted as Hispanic/Latino or Not Hispanic/Latino. The proportion of children in category is shown in Figure 3.<sup>8</sup>

Figure 3: Race and Ethnicity of Preschool Promise Children, 2018-19

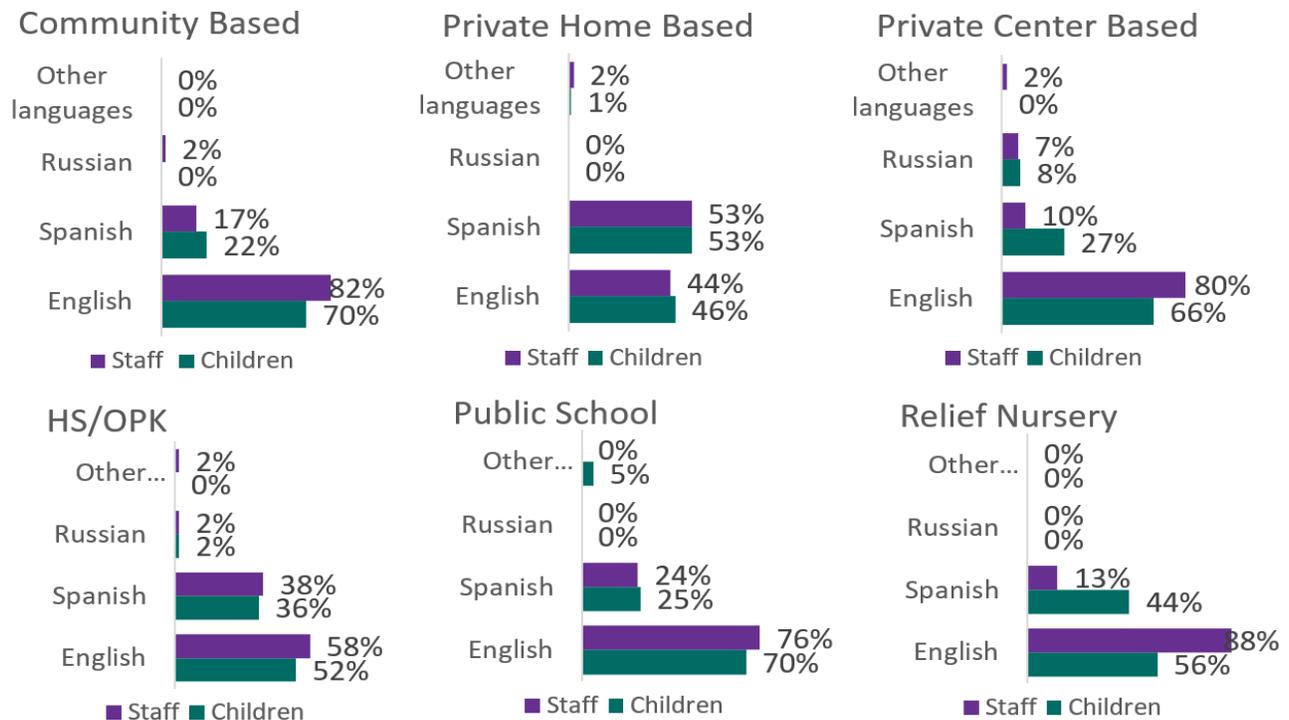


<sup>7</sup> Please see the 2017 [Oregon PreKindergarten Legislative Report](#)

<sup>8</sup> Ethnicity (Latino/Hispanic or Not Latino/Hispanic) was collected separately from race; percentages add up to more than 100 due to separate race and ethnicity selections.

Many Preschool Promise providers offer dual language immersion programs that help to ensure that children whose primary language is not English are supported in developing their home language as well as English language acquisition. Differences in enrollment by type of provider suggest that private home based providers may help meet this need for Spanish-speaking children. Over 50% of children in private home based settings speak Spanish as their primary language, compared to 36% of children in Head Start/OPK centers, 27% in private center based, 25% in public school settings, and 22% served by community based organizations. Similarly, 53% of staff in private home based settings speak Spanish as their first language, compared to 38% in Head Start/OPK centers, 24% in public schools, and 10% in private centers. In contrast, children who speak Russian attend center based preschool that provides culturally and linguistically specific services in Russian.

Figure 4. Primary Languages of Staff and Children by Provider Setting



### Children served by family income

Preschool Promise funds slots for children whose family income is at or below 200% of the FPL. Children whose family income is below 100% of FPL are eligible for Head Start and OPK.

As shown in Figure 5, approximately two-thirds of enrolled children had family incomes within 100-200% FPL. In contrast, about one-third (491 children in 2017-18 and 531 children in 2018-19) were from families whose incomes were at or below 100% FPL.

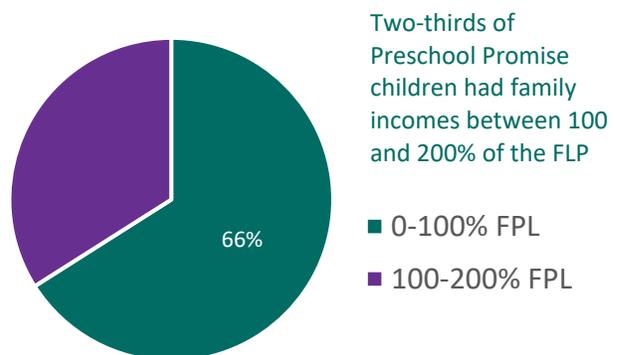


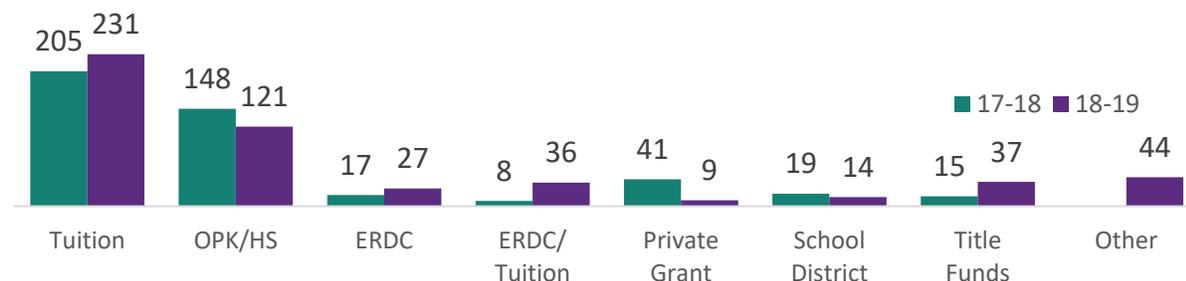
Figure 5. Proportion of Preschool Promise children served by family income, as a percentage of the FPL.

**ORS 329.172 states:**

(5)(a) While any moneys received under a contract entered into as provided by this section must be used to serve children described in subsection (4)(c) of this section, nothing in subsection (4)(c) of this section prevents a preschool provider from serving additional children, including children who: (A) Pay tuition for the preschool program and whose family incomes at the time of enrollment exceeds 200% of federal poverty guidelines.

Data from the biennium suggests that each year, about 500 children had access to preschool through the opportunities Preschool Promise created. Figure 6 shows the number of and funding sources for classroom children who were not funded by Preschool Promise. Of these above-income children, children funded by tuition comprised the largest group counted by Preschool Promise providers (45%) and children funded by OPK and Head Start were the second largest group at 23%. Employment related day care funds and parent co-pays made up another 12% of funding for the additional children. Almost 10% of children in Preschool Promise classrooms participated because of grants made by private foundations. Finally, funds directed by school districts comprised 7% of the total of non-Preschool Promise funding sources, with federal Title IA dollars contributing 3%, and other district general funds contributing 4%. Public schools and private home based providers had the most classrooms with blended funding sources.

*Figure 6. Number of non-Preschool Promise students by source of funding*



**Number of children with an Individual Family Service Plan**

An Individual Family Service Plan (IFSP) means children and families are receiving Early Childhood Special Education services. During the biennium, about a quarter of all Preschool Promise students (n=370) had an IFSP.

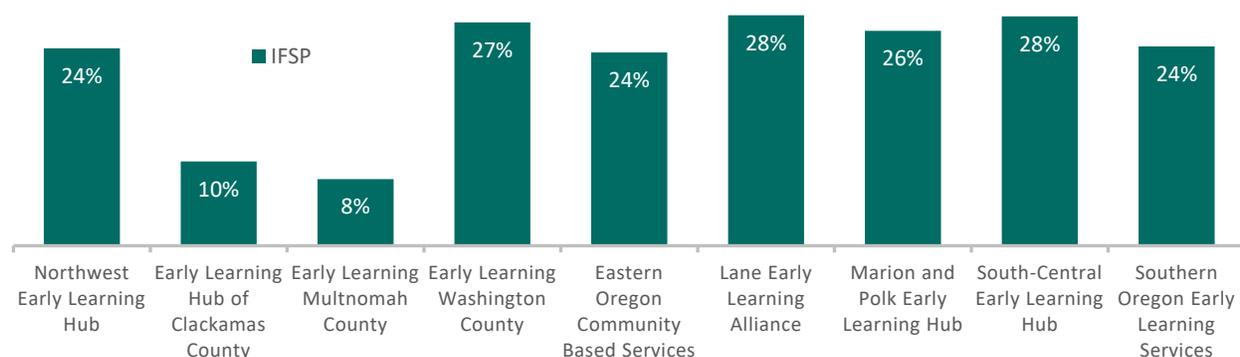
Notably, children with an IFSP were not evenly distributed across provider types; specifically, they were disproportionately not represented in private home based settings when compared to all other types of sites. While children with IFSPs comprised a third of all children in OPK/Head Start locations (82 out of 253), and a quarter of children in public schools and private centers, children with IFSPs represented only 12% of children in home based settings (26 out of 209).<sup>9</sup>

Across Hub regions there was also a difference in the proportion of children with IFSPs, as shown in Figure 6. While children with IFSPs represented 24% to 28% of the total population of Preschool Promise children, the Early Learning Hubs of Clackamas and Multnomah County served proportionately less children in that group compared to the others (8% in Multnomah County and 10% in Clackamas County). This may be due to the existence of specific programs for children with IFSPs in those counties.

<sup>9</sup> Enrollment of children with IFSPs must equal at least 10% of children in Head Start/OPK classrooms per federal guidelines.

Figure 7: Percent of students with IFSPs by Hub region

In most Hub regions, a quarter of Preschool Promise children had an IFSP



### Service costs and level of state support received

For the 2017-19 biennium, the Legislature allocated \$35.7 million for Preschool Promise. Table 2 shows allocation of those dollars by three main activities: provider services, Hub coordination, and capacity building. These are described in greater detail below.

Table 1. Program activity costs

Program Activities	Cost
Provider Services	\$30,666,789
Hub Coordination	\$1,993,337
Capacity Building	\$3,039,874
<b>Biennium Total</b>	<b>\$35,700,000</b>

### Provider services

Provider service costs are the total cost of providing direct services to children, based on the program standards specified in ORS 329.172. The amount directly allocated to the Hubs was \$30,666,789 to serve 1,300 children, for an annual cost per child of \$11,794. Key drivers in the cost of services include meeting staff ratios, salaries, insurance, and transportation.

### Hub coordination and administrative activities

Hubs were funded to perform the duties specified in HB 3380, including gathering data and information about community needs and preferences, creating a community plan, identifying Preschool Promise providers in their community, contracting, administration, and monitoring. Early Learning Hubs were able to retain up to 6.5% of the total contract for the region to support these functions. In 2017-19 that total amount was approximately \$2 million.

### Provider capacity building and continuous quality improvement

Of the \$3,040,000 set aside for capacity building/continuous quality improvement, over \$2 million went to providers through the Hubs based on number of enrollment opportunities (slots) in the Hub region. Hubs distributed funds to providers in sub grants or used the funds to offer regionwide implementation or quality improvement opportunities. Allowable expenses for provider startup included materials and supplies to startup new classrooms such as developmentally appropriate equipment and toys (e.g., tricycles for gross motor development), culturally responsive curriculum and materials (e.g., curriculum, books, art supplies), assessment materials, and minor improvements to ensure environments meet health and safety guidelines for small children. Providers could also use the funds for training, technical

assistance, shoring up insurance requirements, and any other expenses related to providing a high quality program.

The remaining capacity building funds were allocated to systemwide continuous improvement activities, with \$100,000 for Hub and provider professional development, \$70,000 for training and technical assistance for Hubs and providers, \$117,000 in supports for Child Care Resource and Referral agencies, and an additional \$200,000 for Hubs to support community planning activities. Internally, the ELD focused resources on identifying a database system and conducting monitoring.

## Program Effectiveness and Outcomes

### Expanding the availability of high quality preschool

Preschool Promise aims to begin to close opportunity gaps through the creation of new and expanded preschool opportunities throughout Oregon. In 2017-18, the program funded 92 provider sites and 109 classrooms and in 2018-19, 100 sites and 118 classrooms. Between service years, Early Learning Hubs retained existing providers or gained additional providers.<sup>10</sup> Additionally, during this period the number of sites offering Head Start/OPK also grew, from 213 sites in 2016-17 to 272 sites in 2017-18 and 286 sites in 2018-19. Further, the number of children served grew from 13,250 children in 2016-17 to 14,300 children served in 2019. This indicates that despite Preschool Promise having enrolled children who would otherwise qualify for Head Start/OPK, having both programs in place did not affect the financial stability of the Head Start/OPK sector.

While Preschool Promise increased the availability of high quality preschool, the goal of making preschool options available to children of the state has not yet been met. In 2017-18 the state served 63% of children in families with incomes at or below 100% FPL, but only 36% of children in families earning up to 200% FPL.

### Expanding equitable access to preschool

Preschool Promise aims to rectify historical inequities by serving children from groups that have been historically underserved. Early Learning Hubs conducted community assessments to understand the needs of priority groups including children and families of color and children and families who are dual-language learners. While African American children under age 5 are about 2% of all children under age 5 in Oregon, they are 7% of all children served in Preschool Promise. Hispanic/Latino children represented 42% of children served by Preschool Promise, followed by white students at 38% (not including Hispanic/Latino people who identify as white).

Similarly, national studies have shown that dual-language learners are less likely to be enrolled in preschool when compared to their English only speaking peers.<sup>11</sup> By recruiting culturally and linguistically specific providers and making more children eligible for services, Preschool Promise is expanding equitable access to preschool in Oregon.

### Program quality and effectiveness

Preschool effectiveness and program quality go hand in hand.<sup>12</sup> HB 3380 specified a set of quality requirements that make providers eligible to participate in Preschool Promise. Preschool Promise

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<sup>10</sup> The only exception to this was Marion and Polk Early Learning Hub which had one provider temporarily leave the program; this provider subsequently returned to service in the 2019-21 biennium.

<sup>11</sup> Chaudry, A.; Morrissey, T.; Weiland, C. & Yoshikawa, H. (2017) *Cradle to Career: A New Plan to Combat Inequality*. Russell Sage Foundation

<sup>12</sup> See for example, Meloy, Gardner, and Darling-Hammond (2019) "Untangling the Evidence on Preschool Effectiveness: Insights for Policymakers" ([https://learningpolicyinstitute.org/sites/default/files/product-files/Untangling\\_Evidence\\_Preschool\\_Effectiveness\\_REPORT.pdf](https://learningpolicyinstitute.org/sites/default/files/product-files/Untangling_Evidence_Preschool_Effectiveness_REPORT.pdf))

providers attest to having these elements in place, or must apply for a limited time waiver to achieve them. These include:

- Rated at one of top two levels of the quality rating improvement system (QRIS)
- Culturally responsive teaching methods and practices
- High quality, culturally responsive family engagement environment
- High quality, culturally responsive curricula, assessments, and professional development
- Highly trained lead preschool teachers (at least a bachelor's degree or plan in place to obtain one)
- At least one assistant in each classroom who meets qualifications in Oregon Registry Online
- Health and developmental support for children and families, such as screenings, referrals, and coordination with health care providers
- Incorporates best practices in outreach, enrollment and programming for diverse cultural and linguistic populations and children who have been historically underserved in preschool programs
- Works in collaboration with community programs to ensure families have knowledge of, and are connected to community resources and supports to meet the needs of children and families
- Participates in an ongoing monitoring and program evaluation system that is used for continuous program improvement

Preschool Promise uses two forms of assessment to measure and improve classroom quality, the Environmental Rating Scales and the Classroom Assessment Scoring System (CLASS®), both designed for use in a range of settings. The tools examine the quality of the environment and the quality of adult child interactions in the classroom, including the extent to which teachers are using developmentally appropriate practices that most contribute to a child's learning and growth. Assessments using the CLASS® occurred in 62 Preschool Promise classrooms; these observations continued in 2018-19. Through the legislature's support for professional learning, the ELD is building a professional coaching system to ensure the assessments drive meaningful improvements in practice.

As originally enrolled, HB 3380 (2015) required that eligible Preschool Promise providers have a 4 or 5 star rating on the Spark! Quality Rating Improvement Scale (QRIS). However, this part of the legislation made it impossible for new providers to the early learning system to quickly become Preschool Promise providers. Additionally, an evaluation of Spark! showed little meaningful difference between classrooms receiving the highest scores and classrooms with the lowest scores. ELD gave waivers to new programs and recommended that the Legislature reconsider the role of Spark! ratings in determining eligibility.

### Student outcomes

At this stage of program implementation, Preschool Promise does not have the data required to assess program effectiveness based on child level learner outcomes. Implementation studies in education suggest three to five years of continuous practice as the average minimum needed to implement a new initiative to high fidelity or to make significant organizational improvements resulting in better student outcomes. Whether new or expanding, providers need time to adjust to new processes and systems. During the 2017-19 biennium, grantees were building capacity and operating at higher levels of fidelity to program design.

Preschool Promise providers are required to assess student growth at least twice per year. Providers use assessment data to plan for instructional activities and make referrals to specialized services as deemed necessary and appropriate. Providers assess learning growth over the program year and determine if a child is meeting age level expectations. Preschool Promise providers agree to use a reliable and valid

assessment tool such as Teaching Strategies GOLD® or the Assessment, Evaluation and Programming System (AEPS), but Preschool Promise providers are not required to use a common assessment or submit results to the ELD. Thus, the ELD is not currently able to track growth within or across providers.

Tracking outcomes at the system level requires the capacity to collect, analyze, and report on individual or aggregate child outcomes. As the ELD transitions to the Department of Early Learning and Care, the agency is rapidly building capacity to collect and manage the data necessary to answer questions about effectiveness. Given the interruption in smooth implementation created by the COVID-19 pandemic emergency, it may be difficult to show significant gains in student outcomes for at least another biennium. In the near term, the ELD has also established systems to measure program implementation and quality.

## Improvements to Administration and Evaluation

This section describes improvements to the administration and evaluation of the Preschool Promise program to improve the effectiveness of the program.

### Improvements to administration

During the 2017-19 biennium much of the administrative effort came from the Early Learning Hubs. In addition to their funded activities of coordinating providers, facilitating enrollment, managing subgrants, and continuing to build community capacity, Hubs also wrote strategic plans aligned to the objectives in the ELC's strategic plan, *Raise Up Oregon*.<sup>13</sup> Submitted plans included facilitating collaboration between preschool and early elementary educators and leaders, supporting providers within their region with professional development and continuous quality improvement, data collection, and community and family engagement.

During this time, three ELD employees staffed Preschool Promise at 1.75 fulltime equivalences (FTE). To increase capacity, the ELD won a competitive grant award to participate in the Partnership for PreK Improvement (PPI), a project of the Gates Foundation. These funds enabled the ELD to grow the capacity of the Preschool Promise program and team, both in terms of knowledge, skills and FTE, including hiring a program manager and a stakeholder engagement coordinator. The ELD also received a \$4.26 million federal Preschool Development Grant-Birth through Five in 2018. The state plan supports the goals of *Raise Up Oregon*<sup>14</sup> and leverages capacity developed in Preschool Promise to additional sites and locales.

### Improvements to coaching, training, and technical assistance

Preschool Promise Operating Guidelines require all Preschool Promise teaching staff to participate in at least 20 hours of professional development activities per program year. Additionally, providers agree to participate in continuous quality improvement processes to ensure their programs align with research-based elements common to high quality preschool programs.

During the 2017-19 biennium, direct support for providers included access to a Quality Improvement Specialist (QIS) to support continuous quality improvement related to QRIS standards. Through the PPI grant, the ELD sponsored two cohorts of instructional leaders (n =41) in "Lead Learn Excel," an intensive series of trainings and workshops designed to increase instructional leaders' capacity in using data, leading collaborative lesson planning, and facilitating peer learning communities. These instructional leaders are now better equipped to guide providers to higher levels of quality. While some providers

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<sup>13</sup> <https://oregonearlylearning.com/raise-up-oregon>

had access to job embedded professional learning opportunities and coaching, capacity was not yet sufficient systemwide to provide coaching in a systematic way for all providers. More recently, the Student Investment Account has allowed the ELD to invest in a coaching system for providers, increasing access to coaches and the capacity of the QIS to engage with providers effectively as coaches.

### Improvements to evaluation

Evaluation activities focused on supporting Hub and system capacity for data collection and reporting, and on documenting interim measures of implementation.

The ELD developed a research agenda about the state of professional learning for Oregon early learning and care providers, including provider experiences of training, technical assistance and coaching supports, and look at the differences between publicly funded early learning programs. Additionally, the stakeholder engagement position enabled by the PPI grant allowed ELD to more systematically gather parent voice to inform program improvement. The ELD also worked on monitoring and data collection capacity by conducting a formal Request for Information (RFI) process for a data system.

### The Preschool Promise workforce

At the end of the third implementation year (2018-19), the Preschool Promise workforce included 120 lead teachers, 76 teacher assistants, 57 Aides, and six support staff.

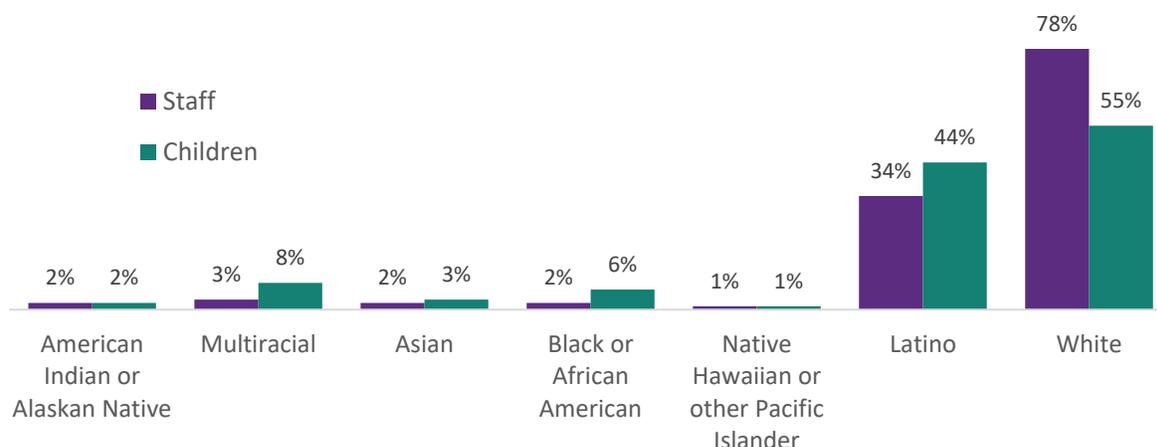
### Staff diversity

Preschool Promise legislation calls on the ELC to ensure “pathways and supports are available to teaching staff to increase culturally and linguistically diverse staff to teach and assist in preschool.”

Figure 7 shows staff racial and ethnic composition compared to children in Preschool Promise for the 2018-2019 program year. Over a third of Preschool Promise staff identified as Hispanic or Latino (34%). Most staff reported their race as white (78%), with other races comprising less than 10% of the staff (7% were unspecified/not reported); 3% were multiracial, and Black/African American, Asian, and American Indian/Alaska Native were about 2% of the teaching staff, and 1% Native Hawaiian or Pacific Islander.

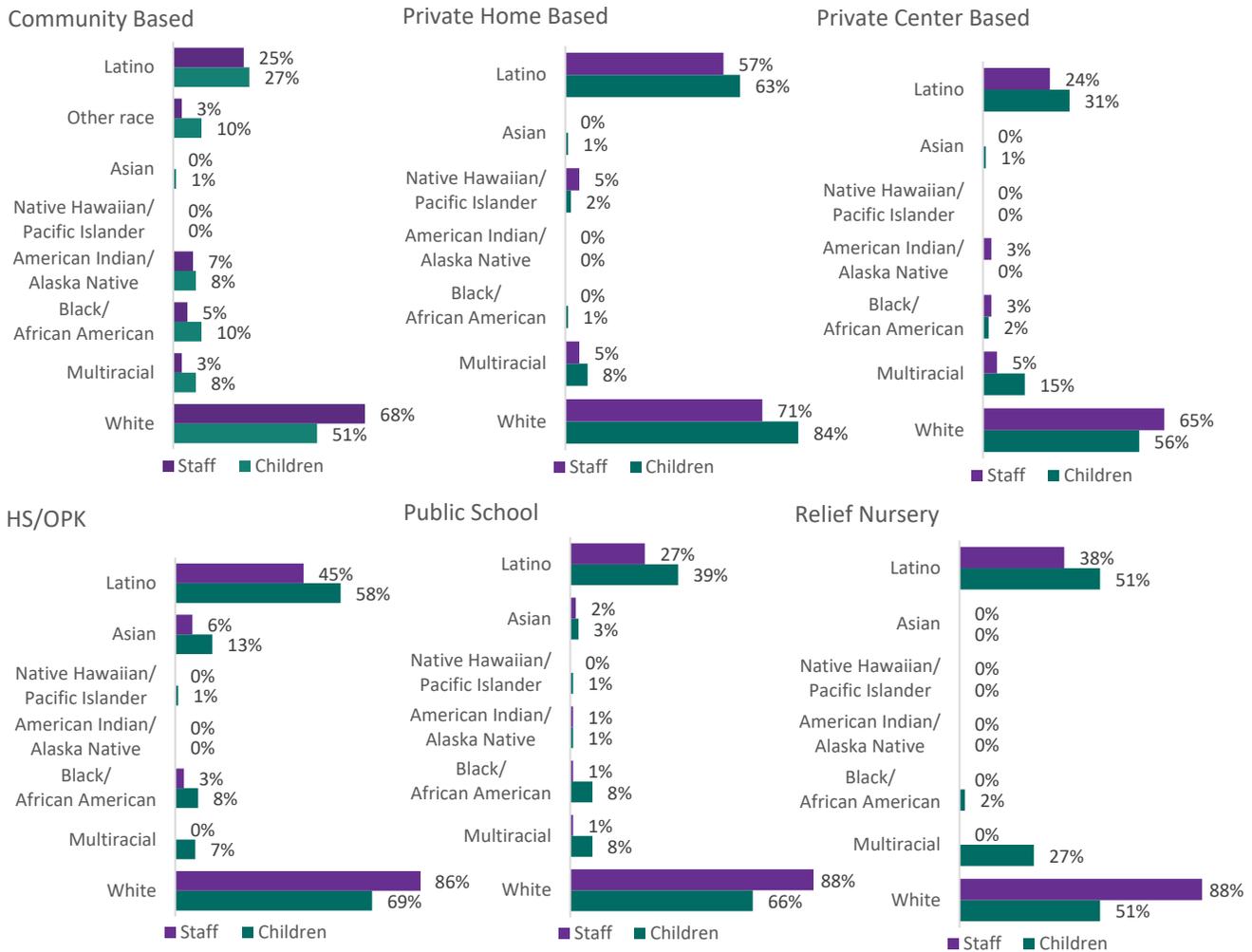
Preschool Promise aims to provide culturally and linguistically specific services that meet children and family needs. Figure 8 shows the race and ethnicity of children and staff by different provider settings.<sup>15</sup> Some types of provider settings, such as culturally specific community based organizations, tailor services to particular community needs, including refugees or other recent immigrants.

Figure 7. Race of Preschool Promise Staff and Children, 2018-19



<sup>15</sup> Ethnicity (Latino/Hispanic or Not Latino/Hispanic) was collected separately from race; percentages add up to more than 100 due to separate race and ethnicity selections.

Figure 8. Race and Ethnicity of Preschool Promise Staff and Children by Provider Setting\*



\*Note: Percentages add up to more than 100 because respondents selected all categories that apply.

### Education level of lead teachers and teaching assistants

Lead teachers are required to have a bachelor's degree in early childhood education (ECE) or a related field, but the ELD permits waivers for this requirement if the teacher has submitted a plan to earn the degree and is demonstrating progress toward it. At minimum, all lead teachers must have a Child Development Associate (CDA) certificate. Figure 9 shows the degree attainment of lead teachers in 2017-18, with 57% of lead teachers having a bachelor's degree or higher and 75% meeting the requirement of a CDA or associate degree in a related field.

In 2018-19, 60% of lead teachers had a bachelor's degree or higher, 24% of teacher assistants had a bachelor's degree or higher, and among teachers who had the role of "aide," 13% had a bachelor's degree or higher.

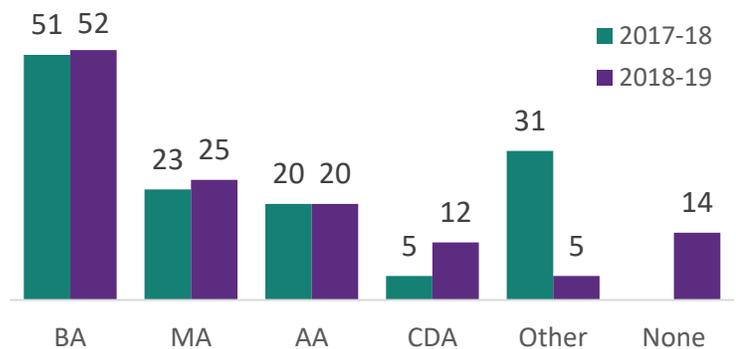


Figure 9. The most common degree held by lead teachers was a bachelor's degree.

## Salary of lead teachers and teaching assistants

HB 3380 aimed to increase the wages of early educators to align with comparable work in other sectors, and support recruitment and retention in the early learning workforce. The legislation charged the ELC with setting a recommended salary schedule with target salaries comparable to those of lead kindergarten teachers in public schools. The ELC set minimum and target salary requirements regionally, based on an analysis of regional salary differences among kindergarten teachers, as well as by teacher education level; Table 3 shows the average minimum and target salaries across regions, by teacher education level.

*Table 2. Minimum and Target Salaries by Teacher Education Level*

	Minimum	Target
Bachelor’s degree	\$40,681	\$57,671
Associate degree	\$34,825	\$49,020
Child Development Associate Certification	\$28,835	\$37,486

Preschool Promise providers were asked to report the average gross monthly income for different role types. Reporting did not account for differences in hours worked. Table 4 reflects the average income for teachers by role, assuming teachers earn their monthly salary for 10 months.

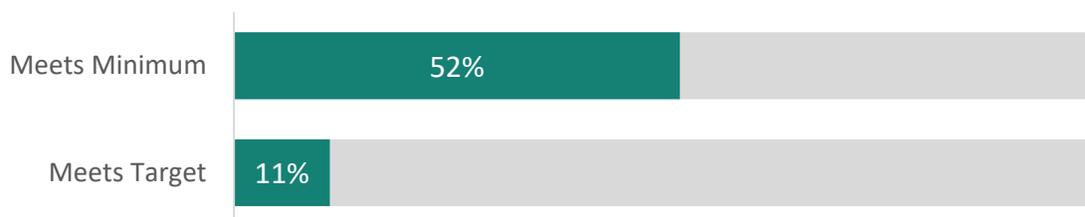
*Table 3. Average Gross 10-month Income by Role and Provider Type, 2018-19*

Provider Type	Staff Role		
	Aide	Teacher assistant	Teacher
Head Start/OPK	\$19,100	\$24,100	\$38,700
Public school	\$15,000	\$20,300	\$40,700
Private home based	\$ <sup>-16</sup>	\$23,100	\$37,600
Private center based	\$17,300	\$18,000	\$34,900
Community based organization	\$22,500	\$18,600	\$32,500
<b>Average for all providers</b>	<b>\$17,100</b>	<b>\$20,700</b>	<b>\$37,000</b>

While the ELC recommends target salaries, not all providers are able to implement these recommendations due to existing salary scales for other staff and local collective bargaining agreements. As shown in Figure 8, 63% of staff were compensated within the range set by the ELC, with 11% meeting the desired target.

*Figure 10. Percent of Preschool Promise Staff Meeting Salary Requirements, 2018-19*

Most staff salaries were within the range set by the Early Learning Council.



<sup>16</sup> Number of staff in this category was too small to report.

### Turnover rates of lead teachers and teaching assistants

Preschool Promise providers reported on staff changes between 2017-18 and 2018-19, with about 27% reporting “yes” to the question of having staff turnover this year and 16% of providers answering “yes” to the question of whether they hired new Preschool Promise staff. Providers also reported on staff changes within the 2018-19 program year, reporting that they retained 94% of staff during the program year, with only 20 staff leaving their positions. Of the staff who left, about 15% went to other positions within early childhood education, 40% left due to family or personal health reasons, and another 25% (five individuals) left for jobs outside of early childhood education.

### Looking to the future

During the 2017-19 biennium, Preschool Promise funded 1,300 enrollment opportunities for eligible children. Since that time, the program has grown and changed substantially, with a large service expansion in 2020 to serve 3,890 students and a shift in provider grant administration from regional Early Learning Hubs to the ELD. Additionally, the COVID-19 pandemic disrupted and shifted programming. The ELD looks forward to providing the Legislative Assembly with a report on the 2019-21 biennium in March 2022.