

VIRGINIA PRESCHOOL INITIATIVE REVIEW

Presentation to the 2015 Joint Subcommittee

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Thursday, June 11, 2015

Overview

Update on Virginia Preschool Initiative

- ❑ **Joint Subcommittee's Legislative Charge**
- ❑ **Historical Overview of State Statute**
- ❑ **Historical Overview of Funding & Budget Language**
- ❑ **2015 Session Budget Actions Related to PreK**
- ❑ **Proposed Work Plan and Future Meetings**

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Joint Subcommittee's Legislative Charge

Membership from Money Committees

2015 Session – HB1400 – Chapter 665

Item 1: General Assembly of Virginia

- “Q.1. The Chairmen of the House Appropriations and Senate Finance Committees shall each appoint **up to five members from their respective committees** to a Joint Subcommittee to provide recommendations for reforming the Virginia Preschool Initiative.”

House Appropriations Committee

- Delegate Cox
- Delegate Landes
- Delegate Massie
- Delegate Greason
- Delegate Torian

Senate Finance Committee

- Senator Stosch
- Senator Howell
- Senator Hanger
- Senator Ruff
- Senator McDougale

Joint Subcommittee's Legislative Charge

Goals and Objectives

- “The goals and objectives of the Joint Subcommittee will be to consider increasing **accountability, flexibility, innovation, clarification of the state's role and policy relating to providing a preschool for economically disadvantaged children**, and to further develop the facilitation of **partnerships between school divisions and private providers** for the Virginia Preschool Initiative.
- The Subcommittee will also review and consider possible recommendations regarding the development of a **competency-based professional development framework for early childhood teachers in public schools and early learning practitioners in private early learning settings.**”

Joint Subcommittee's Legislative Charge

Staffing and Report

- “2. The staff of the elementary and secondary Education subcommittees for the House Appropriations and Senate Finance Committees and the Department of Education will help with facilitating the scope of work to be completed by the Joint Subcommittee.
 - The Virginia Early Childhood Foundation will provide support and resources to the members and staff of the Joint Subcommittee.
- Other stakeholders, such as those from the Virginia Department of Social Services, the Virginia Community College System, local school divisions, private and faith-based child day-care providers, accredited organizations, education associations and businesses may provide additional information if requested.
- 3. A report of **any preliminary findings and recommendations** shall be submitted to the Chairmen of House Appropriations and Senate Finance Committees **by November 1, 2015.**”

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Historical Overview of Virginia Statute

During the 1995 Session, HB 2542 (Chapter 852), was adopted and established a new section of code for At-Risk 4-Yr-Olds:

“§ 22.1-199.1. Programs designed to promote educational opportunities.

C. The General Assembly finds that effective prevention programs designed to assist children at risk of school failure and dropout are practical mechanisms for reducing violent and criminal activity and for ensuring that Virginia's children will reach adulthood with the skills necessary to succeed in the twenty-first century; to this end, the following program is hereby established.

With such funds as are appropriated for this purpose, the General Assembly hereby establishes a grant program to be disbursed by the Department of Education to schools and community-based organizations to provide quality preschool programs for at-risk four-year-olds who are unserved by another such program.

- The grants shall be used to provide full-day and at least school-year programs for at-risk four-year-old children that include quality preschool education, health services, social services, parental involvement, and transportation.
- The Department of Education, in cooperation with such other state agencies which may coordinate child day care and early childhood programs, shall establish guidelines for quality preschool education and criteria for the service components, consistent with the findings of the November 1993 study by the Board of Education, the Department of Education, and the Council on Child Day Care and Early Childhood Programs.
- During the 1995-96 fiscal year, the Board of Education shall, with such funds as are appropriated for this purpose, distribute grants, based on an allocation formula providing the state share of the grant per child, as specified in the appropriations act, for thirty percent of the unserved at-risk four-year-olds in the Commonwealth pursuant to the funding provided in the appropriations act.
- During the 1996-97 fiscal year, grants shall be distributed, with such funds as are appropriated for this purpose, based on an allocation formula providing the state share of the grant per child, as specified in the appropriations act, for sixty percent of the unserved at-risk four-year-olds in the Commonwealth, such sixty percent to be calculated by adding services for thirty percent more of the unserved at-risk children to the thirty percent of unserved at-risk children in each locality provided funding in the appropriations act.
- In order for a locality to qualify for these grants, the local governing body shall commit to providing the required matching funds, based on the composite index of local ability to pay.
- Localities may use, for the purposes of meeting the local match, local expenditures for existing qualifying programs and shall also continue to pursue and coordinate other funding sources, including child care subsidies.
- Funds received through this program shall be used to supplement, not supplant, any funds currently provided for preschool programs within the locality.”

Historical Overview of Virginia Statute *(continued)*

During the 1997 Session

■ HB2312 - CHAPTER 394:

Expanded the grant activities to include promoting family literacy:

"The grants shall be used to provide full-day and at least school-year programs for at-risk four-year-old children that include quality preschool education, health services, social services, parental involvement including activities to promote family literacy, and transportation."

■ HB2465 - CHAPTER 617:

Expanded the local options to serve more than 60% of at-risk with either local or federal funds, also can request additional state funding if available in this initiative's budget:

"During the 1996-97 fiscal year, grants shall be distributed, with such funds as are appropriated for this purpose, based on an allocation formula providing the state share of the grant per child, as specified in the appropriations act, for sixty percent of the unserved at-risk four-year-olds in the Commonwealth, such sixty percent to be calculated by adding services for thirty percent more of the unserved at-risk children to the thirty percent of unserved at-risk children in each locality provided funding in the appropriations act.

Local school boards may elect to serve more than sixty percent of the at-risk four-year-olds and may use federal funds or local funds for this expansion or may seek funding through this grant program for such purposes. Grants may be awarded, if funds are available in excess of the funding for the sixty percent allocation, to expand services to at-risk four-year-olds beyond the sixty percent goal."

In order for a locality to qualify for these grants, the local governing body shall commit to providing the required matching funds, based on the composite index of local ability to pay.

Historical Overview of Virginia Statute *(continued)*

During the 1998 Session

■ HB471 - CHAPTER 828:

Expanded initiative to include:

- Children unserved by Head Start or are 5 years old but eligible for kindergarten are eligible
- Allow for a half-day program
- Allow divisions to apply for a waiver from the guidelines reflected in November 1993 study
- Clarifies definition of local match to include any 'non state' related resource

During the 2000 Session

■ SB170 - CHAPTER 506:

Clarifies the guidelines relative to the initiative's criteria to allow different application of the guidelines for any federal or state requirements.

However, when a preschool program is administered through the state, but may use an outside other service provider, that the teacher to pupil ratio has to be the same as in a school

- Classroom with 1-9 students must have 1 teacher
- Classroom with 10-18 students must have 1 teacher and 1 aide

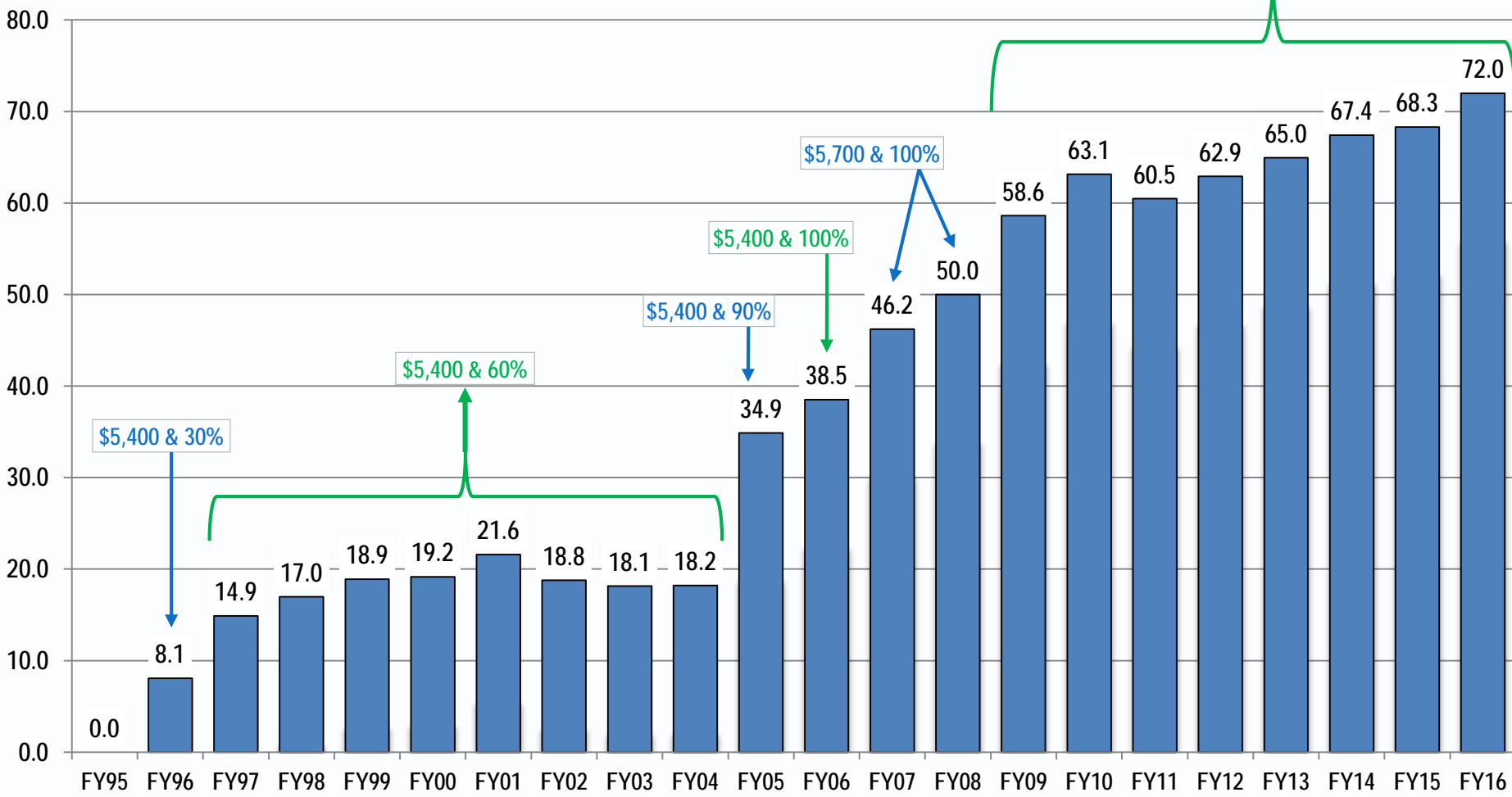
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History of State Funding for PreK

Final Adopted Budgets – Caboose Bills
(\$ in millions)



Historical Overview of Budget Language

The Program was created during the 1994 Session – HB30 - Chapter 966 - FY 1995 and FY 1996

- Who receives grants: Provide additional state payment to schools and community-based organizations to provide preschool programs for at-risk four-year-olds unserved by another program
- Program services: The PreK program should include: 1) quality preschool education, 2) health services, 3) social services, 4) parental involvement, and 5) transportation
- Program Length: Program must be full day and at least a full school year (180 days)
- Program Curriculum: DOE, in coordination with Council on Child Day Care and Early Childhood Programs, shall establish guidelines for a quality preschool education; and will provide assistance to localities to develop their preschool plan; will also provide a pre-application work session to assist localities in completing their grant proposals
- Program Funding: Grants are based on DOE formula to determine the number of funded slots: (VEC estimate of four-year-olds multiplied by the percentage of students in school division eligible for free lunch multiplied by thirty percent, then minus the number of students served in Head Start) and at \$5,400 per slot
- Local match, based on the LCI is required; may use local expenditures for existing qualifying program; use PreK grant funding to supplement, not supplant any funds currently provided for preschool programs within the locality
- Program Application Process: Proposal submitted through the locality's chief administrator by May 15, 1995; Division Superintendent determines lead agency who will develop and execute the local plan
- Local plans should include methods for combining and coordinating services from multiple available sources to maximize the number of students served and minimize per child costs for services
- Must indicate the number of children served and the criteria for the determination of at-risk assessment

Historical Overview of Budget Language *(continued)*

1995 Session – HB1450 - Chapter 853 - FY 1995 and FY 1996

- New language allowed school divisions to use the state and local PreK funding to backfill reduced funding associated with Title I program for at-risk students
 - Divisions required to request approval from the State Superintendent for such funding change

1996 Session – HB30 - Chapter 912 - FY 1997 and FY 1998

- Changed the state's funding from 30% to 60% of the unserved at-risk four-year-olds
- Expanded the scope for redirecting the state & local PreK funds to go toward backfilling Title I program a due to a reduction in a locality's percentage allocation
- Changed the date for the application deadline from "May 15, 1995" to say "May 15 of each year"

1998 Session – HB30 - Chapter 464 - FY 1999 and FY 2000

- New language to allow DOE to expend any unobligated balances in Direct Aid if participation in the PreK program is greater than projected

Historical Overview of Budget Language *(continued)*

2004 Special Session I - HB5001- Chapter 4 - FY 2005 and FY 2006

- Expanded program to include half-day class and pro-rated state funding
- Changed state funding of \$5,400 per slot for unserved student from 60% in FY2004 to 90% in FY2005 & 100% in FY2006
- Division Superintendents now required to certify program compliance to receive state funding
- Changed language to prohibit divisions from using PreK funding to supplant local funding for any programs (previously, the language limited the prohibition to just other preschool programs other than Title I)
- Changed language used to direct DOE to develop “guidelines” to a more comprehensive set of academic standards to prepare students for kindergarten and be measurable for achievement and success
- New requirement for students to be evaluated at specific times as determined by DOE
- Changed the application deadline from May 15 in FY 2004 to June 15 in FY 2005 and then May 15 in FY 2006

2005 Session – HB1500- Chapter 951 - FY 2005 and FY 2006

- New language allowed a prorated portion of state funding for the first year of implementation to divisions that began a new PreK program after the school year begins; proration based on 180 school days
- Technical update to the section of language that referred to redirecting the PreK funding for changes in the Title I federal funding, and the students served in it, to reflect the reauthorization of ESEA in 2001 as the NCLB Act, which was previously referred to as the Improving America’s School Act of 1994

2006 Special Session I – HB5002/ 5032 - Chapter 3/10 - FY 2007 and FY 2008

- Changed the per student slot amount from \$5,400 in FY 2006 of 100% of unserved students to \$5,700 in FY 2007 and FY 2008 for 100% unserved
- New language that allowed DOE to expend any unobligated balances in the PreK program for grants to qualifying schools and community-based groups for one-time expenses, other than capital, related to start-up or expansion of programs
- Changed the application deadline from “June 15 the first year and May 15 the second year” to “May 15 each year”

Historical Overview of Budget Language *(continued)*

2007 Session – HB1650 - Chapter 847 - FY 2007 and FY 2008

- Changed the program name from “At-Risk Four-Year-Olds Preschool Payments” to “Virginia Preschool Initiative”
- Added \$2.6 million in FY 2008 in new funding for DOE to offer grants to those school divisions that had existing partnerships with private and/or non-profit providers. The grants would fund a pilot to expand the availability of early childhood education programs for at-risk students not already served in those divisions.
- Participating divisions would be required to evaluate the providers using the Quality Standards checklist recommended by the National Institute for Early Education Research. DOE was directed to compile and submit an interim report by December 1, 2007 to the Governor, and the Chairmen of House Appropriations & Education, and Senate Finance and Health and Education that included the number of divisions participating, number of students served, and the benchmarks used to evaluate the pilot; and the final findings of these evaluations shall be submitted within ninety days after the completion of the school year.

2008 Session – HB29 - Chapter 847 - FY 2007 and FY 2008

- Updated funding allocated for the pilot from \$2.6 million to \$1.7 million in FY08, due to less participation of eligible school divisions

2008 Session – HB30 - Chapter 879 - FY 2009 and FY 2010

- Updated the language to reflect budgeted amount for each of the two years of the biennium using Lottery Funds – previous budgets did not reflect specific budget amounts
- New language to clarify that no Lottery funding for the PreK program would be directly paid out to community-based or private providers (as prohibited by the Constitution, Article X, Section 7-A)
- Language changed the student evaluation from “at specific times as determined appropriate by the Department of Education, Superintendents, or their designee, of” to be given “in the fall and in the spring”
- Changed the state funding from \$5,700 (in FY 2007 and FY 2008) to \$6,000 in FY 2009 and FY 2010 per student slot
- Changed the local match requirement to be capped at 0.5000 LCI
- Changed DOE authority of using unobligated balances in Direct Aid for PreK costs that exceed the budgeted allocation to using only available unspent Lottery revenues to cover such costs
- Funding and language for the previous year’s PreK Pilot Initiative was eliminated

Historical Overview of Budget Language *(continued)*

2009 Session – HB1600 - Chapter 781 - FY 2009 and FY 2010

- Eliminated the language that authorized DOE to use available Lottery balances to cover increased participation and costs for the program if over budget

2010 Session – HB30 - Chapter 874 - FY 2011 and FY 2012

- New language defined the specific number of hours for a half-day of instructional classroom time to be a minimum of 3.0 hours and a full-day to be a minimum of 5.5 hours – and subsequently used for calculating state funding
- New language further clarified that no additional state funding would be allocated for an instructional day that was more than 3.0 hours but less than 5.5 hours
- New language also clarified that at least 75% of a local required match will be cash and that no more than 25% can be an in-kind match

2011 Session – HB1500 - Chapter 890 - FY 2011 and FY 2012

- New language clarifies the state policy that both the state and required local match funding cannot be used for capital outlay costs associated with the PreK program

2012 Special Session I – HB1301 - Chapter 3 - FY 2013 and FY 2014

- Changed funding formula to reflect the use of the estimated number of kindergarten students as the beginning proxy for the number of four-year-olds used in the PreK program
- New language restricted updating the kindergarten estimate to just the beginning of a new biennium for Governor's introduced budget
- New language also provided a two year transition from the previous methodology of determining student slots to fund in each school division: as the higher of either the calculated slots based on projected kindergarten enrollments or the lesser of the calculated slots using projections of four-year-olds from the Virginia Employment Commission or the actual number of slots utilized in FY 2012

Historical Overview of Budget Language *(continued)*

2013 Session – HB1500 - Chapter 806 - FY 2013 and FY 2014

- Changed the application deadline from May 15 each year to June 15 each year

2014 Special Session I – HB5002/HB5010 - Chapter 2/3 - FY 2015 and FY 2016

- New language and funding added for extending the 2 year transition period another 2 years for additional slots that were calculated from the change in the funding formula methodology in the 2012 Session budget (Chapter 3 for FY 2013 & FY 2014)
- The third year extension, FY 2015, \$1.0 million was added and about 1/3 of the additional slots were prorated accordingly
- The fourth year extension, FY 2016, \$3.6 million was added and funded 100% of the transitional slots

2015 Session – HB1400 - Chapter 665 - FY 2015 and FY 2016

- Eliminated the local option to determine what is considered 'at-risk' for enrollment
- New language changed the program's enrollment eligibility and established a consistent statewide at-risk definition criteria for FY 2016 – eligibility now based on: (i) family income at or below 200 percent of poverty, (ii) homelessness, (iii) student's parents or guardians are school dropouts, or (iv) family income is less than 350 percent of federal poverty guidelines in the case of students with special needs or disabilities
 - In addition, an separate agreement was reached after the Session to provide for a one-year transition for the new eligibility criteria and referred the newly adopted enrollment eligibility criteria until FY 2017 (see two additional supplemental documents)
- New budget language also directed DOE to compile information from the school divisions as to the number of enrolled students whose families are (i) at or below 130 percent of poverty, and (ii) above 130 percent but below 200 percent of poverty
- Further, DOE was directed to report this information annually, after the application and fall participation reports are submitted to the Department from the divisions, to the Chairmen of House Appropriations and Senate Finance Committees
- New language also directs DOE to post and maintain the summary information by division on the Department's website in keeping with student privacy policies
- Eliminated DOE authorization to spend any unobligated PreK balances and instead directs DOE to communicate to divisions the potential availability of supplemental grants in the spring and fall
- Changed the application deadline from June 15 each year to May 15 each year

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2015 Session Budget Actions Related to PreK

- Captured \$2.9 million by using updated kindergarten enrollment data
 - Maintained \$3.5 million in FY 2016, fourth year transition, from previous formula that used VEC data to using more accurate kindergarten enrollment as PreK proxy
- Allocated \$1.0 million in FY 2016 for initial planning of an implementation for a kindergarten readiness assessment
- Allocated \$250,000 to VECF for workforce and professional development efforts
- Appropriated \$17.5 million federal dollars for VPI+ expansion grant
- Revised language regarding student eligibility – consistent statewide criteria
- Language directed any available unobligated balances to grants for one-time expenses, other than capital, related to start-up or expansion, with priority to partnerships with either nonprofit or for-profit providers
- Language established this 2015 Joint Subcommittee

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Proposed Work Plan and Future Meetings

*Toward a Report of any Preliminary Findings & Recommendations on
November 1, 2015*



June 11

- PreK Program Overview
- Review of 2007 JLARC Study
- Approaches to State PreK Eligibility Policies: High Need Children
- First Virginia-specific Longitudinal Study: Predicting On-Time Promotions
- Review of Federal VPI+ Expansion Grant
- Discussion

■ August 24, 25, or 26 – Possible Presentation/Discussion Topics

- Additional Program Detail from VDOE
- Community College Early Childhood Education Program
- Parental Involvement, Child Development, & Brain Research
- Assessment of Program Quality, Economics/Return on Investment
- Other States Experiences and Divisions in Virginia
- Additional Topics, Stakeholders

■ September/October

- Possible Findings, Recommendations, Areas of Further Study