



# Board of Supervisors Memorandum

May 4, 2021

## Pima Early Education Program Recommendations for Year 1

### Background

On February 16, 2021, the Board of Supervisors approved a motion directing staff to budget \$10 million to assist preschool age children from low-income families to attend high quality early education programs. Although the direction was for a single year program, it is my understanding the Board would like us to plan for more than one year. The attached memorandum prepared by Nicole Fyffe of my office, provides a framework for a multi-year program, as well as specific recommendations for Year 1 (Fiscal Year 22). It also addresses Supervisor Christy's question about what has changed since the initial request for the County funding in 2019.

The Year 1 recommendations are constrained by several factors, including a limited number of recognized high quality preschools; the continuing effects of the pandemic on the preschool and child care sector; families who may be uncomfortable returning their children to in-person preschool; low-income families who will continue to have difficulty affording preschool; unknown details regarding significant one-time federal funding that will be allocated to the stabilization and recovery of the preschool/child care sector; and a lack of time to develop a multi-year plan and to seek the expertise of a third party to administer the program under the recommended framework.

Considering these constraints, it is recommended that for Year 1 the Pima Early Education Program should focus on getting assistance to families and preschools as quickly and efficiently as possible through existing programs and partners, increasing the number of high quality preschools and those that contract with the Department of Economic Security (DES), and expanding preschool capacity where possible as enrollment recovers. Planning for future years should also occur in Year 1, including issuing a request for proposals (RFP) for planning and administration. The Year 1 funding agreements, as well as the RFP process, would be administered by Pima County's Community Workforce and Development, under the oversight of a multi-departmental committee made up of Health Department, Library, School Superintendent's Office, Community Workforce and Development, and the County Administrator's Office.

The following funding components are recommended for Year 1. The expenses and number of children served could increase if additional school districts or the tribal Head Start programs are interested in participating.

<b>Pima Early Education Program Year 1 Recommended Funding Components</b>	
<b>Expense Type</b>	<b>Amount</b>
School District/PCC IGAs for 23 new classes ~up to 480 students	\$ 3,253,000
First Things First IGA for up to 560 additional Quality First Scholarships	\$ 3,811,600
Head Start/CPC contract for Extended Day Preschool ~up to 205 children	\$ 1,149,845
Outreach	\$ 50,000
Program Manager and Coordinator (salary and benefits)	\$ 140,568
<b>Total</b>	<b>\$ 8,405,013</b>

The Honorable Chair and Members, Pima County Board of Supervisors  
Re: **Pima Early Education Program Recommendations for Year 1**  
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Other funding, direct and in-kind, in the amount of almost \$3 million has been pledged to support this program in Year 1. Some of this funding may be spent by the County on above agreements, while other funding will be spent by partners for activities that are complementary to those funded directly by the County.

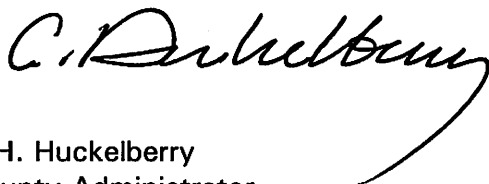
Based on these Year 1 recommendations, it is estimated that we will assist an additional 1,040 children from low-income families attend a high quality preschool program, which equates to almost 20 percent of the target population. This doesn't include an additional 205 children already attending half-day Head Start preschools that would benefit from the increase to full-day.

Due to the need to hire additional teachers for these additional and extended day classes, there is an urgency to finalize these recommended funding agreements as soon as possible. Contingent upon the Board's support for this Year 1 plan, Intergovernmental Agreements (IGAs) and contracts will be finalized and placed on the Board's May 18<sup>th</sup> meeting for approval.

**Recommendation**

I recommend the Board approve this Year 1 plan for the Pima Early Education Program, and provide clarification as to whether staff should plan for a multi-year program.

Sincerely,



C.H. Huckelberry  
County Administrator

CHH/dym – April 21, 2021

**Attachment**

- c: The Honorable Dustin Williams, Pima County School Superintendent  
Jan Leshner, Chief Deputy County Administrator  
Francisco García, MD, MPH, Deputy County Administrator & Chief Medical Officer  
Health and Community Services  
Dan Sullivan, Director, Community & Workforce Development  
Amber Mathewson, Director, Pima County Library District  
Terry Cullen, MD, MS, Public Health Director, Pima County Health Department  
Nicole Fyffe, Executive Assistant, County Administrator's Office




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# MEMORANDUM

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Date: April 21, 2021

To: C.H. Huckelberry  
County Administrator

From:  Nicole Fyffe  
Executive Assistant to the  
County Administrator

Re: **Recommendations for Year 1 Implementation of the Pima Early Education Program**

## 1. Background

The following motion was approved at the Board's February 16, 2021 meeting: A measure directing the County Administrator and County staff to include \$10 million in the Pima County budget for Fiscal Year 2021-22 to fund scholarships to wholly or partly cover the costs incurred by parents who wish to enroll their three or four-year-old child (and 5-year-olds not eligible for Kindergarten) in a high-quality early childhood program. Eligible children will come from families whose income is under 200 percent of the federal poverty level.<sup>1</sup> These scholarships would be payable only to high-quality early childhood education programs such as those run by public schools, child care centers and family home care providers.<sup>2</sup>

Although not included in the motion, all Supervisors that voted in support of the motion stressed the importance of including other funding partners.

The direction by the Board to allocate \$10 million for this purpose is still contingent upon the Board of Supervisors approving a Tentative County Budget in late May and the Final County Budget in June that includes this program. The Board would also need to approve any contracts or intergovernmental agreements related to implementing this program.

After the Board meeting we discussed the need to develop a framework for implementing the Board's direction, and to provide it to the Board prior to your transmittal of the Recommended County Budget in April. You also requested that we inform the Board of activities that occurred since the County was initially requested to provide funding for this purpose in April 2019. This memorandum addresses both of these items.

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<sup>1</sup> For a family of four, an income of about \$50,000 a year is considered to be at 200 percent of the federal poverty level.

<sup>2</sup> The State defines quality as an accreditation from a national organization or a state-approved quality indicator. "Quality First" is Arizona's early learning Quality Improvement and Rating System. Preschools and child care providers with a 3 to 5-star rating are considered high quality. There are also nationally accredited providers in Arizona considered high quality. Head Start providers are also considered high quality.

## **2. Initial 2019 Request to Fund Preschool Scholarships and Events Thereafter**

In early calendar year 2019, a group called Preschool Promise began advocating for the County to fund preschool scholarships for low income families across Pima County. Preschool Promise is a group of representatives from the Southern Arizona Leadership Council, First Things First, United Way, Center for Economic Integrity, Children's Action Alliance, University of Arizona, Arizona Daily Star, school district superintendents, the Pima County School Superintendent, preschool providers and more. Their initial ask was for the County to allocate \$100 million annually to fund \$10,000 scholarships to about 10,000 preschool age children, including gap funding to increase Department of Economic Security (DES) childcare subsidies. After extensive research about preschool and childcare in Pima County and Arizona, we concluded that the initial request certainly had merit, but overestimated the target population and cost, was unworkable due to the County's expenditure limitation, and lacked details regarding other necessary funding partnerships at the local and state level.

A lot has occurred since then. LaVonne Douville, then Senior Vice President at the United Way of Tucson and Southern Arizona, responded to your concerns by developing a more modest work plan based on community partnerships. Ms. Douville and her staff spent the summer and fall of 2019 meeting with numerous school districts and non-school district preschool providers, business and philanthropic groups, and the three main agencies in Arizona that provide financial assistance for preschool: DES, First Things First (FTF) and their scholarship vendor Valley of the Sun United Way, and Head Start's grantee Child-Parent Centers.

During this time, you also wrote to FTF requesting that they allocate more scholarships in Pima County for preschool-age children as part of this effort, and DES allocated additional federal child care funds for the purposes of eliminating their DES childcare subsidy waitlist and increasing reimbursement rates.

In November 2019, Ms. Douville provide you with a draft 3-year work plan, at an initial price tag of \$5 million, of which she identified willing funders for all but \$2.9 million. Other funders included business and philanthropic support though the United Way for startup and classroom renovation costs (est. at \$200,000), school district in-kind contributions for the value of opening new high quality preschool classes (est. at \$455,000), and additional scholarships to be earmarked for the program by FTF (71 scholarships est. at \$621,000 which FTF did in fact implement in FY21 and is continuing to implement for FY22) and additional subsidies to be provided by DES (154 subsidies est. at \$1 million). Since eliminating the DES childcare subsidy waitlist and increasing reimbursement rates in 2019, the number of preschool-age children receiving a DES subsidy for high quality preschool has increased by more the 500; far exceeding the initial DES commitment in this work plan.

The United Way work plan focused on a key flaw in the initial proposal, which was the need to expand the capacity of high quality preschool – meaning increase the number of preschools that offer high quality preschool programs, as well as increasing the number of high quality classes at existing high quality preschools. Simply making funding available for high quality preschool scholarships does not work if there is not additional classroom space

and teachers available. Furthermore, a lack of capacity expansion could result in unintended consequences such as providers reducing slots for infant-toddler care or market rate care. The United Way work plan proposed to gradually increase capacity over time, starting with 500 new high quality preschool seats in year 1 and increasing to 1,000 by year 3. In year 1, seven school districts were interested in participating by adding new classes, as well as 19 non-school district centers. The work plan also proposed working with other community-based programs in Tempe and Flagstaff to advocate for a long-term state funded solution, and monitoring system level benchmarks.

You responded positively to this proposal, stating it appeared to be reasonable and achievable, emphasized the need for partners and to not supplant existing state and federal support, and recommended the County contribute \$1.9 million a year, contingent upon cities, towns and others contributing the remaining \$1 million. You asked Ms. Douville to continue working with County staff to develop a proposal that could be recommended to the Board for funding in Fiscal Year 2020/21. Subsequently, Ms. Douville and others had successful meetings with the City of Tucson and South Tucson and the Towns of Marana, Oro Valley and Sahuarita. We developed a draft 3-year contract between the County and the United Way, whereby the United Way would administer the partnership program. The idea was that the contract could serve as a model contract for the cities, towns and other partners to use in order to contribute to the United Way program. Then the pandemic hit, and we put the effort on hold due to the unknown impact the pandemic would have on the County's budget and on the preschool and child care sector in general.

We could not have anticipated the length and severity of the pandemic, and the devastating impact it would have on the preschool and child care sector, as well as families. Reports show that enrollment in child care and staffing is still well below pre-pandemic levels and many providers are still closed. Those agencies tasked with early childhood education, as well as those not (Pima County and City of Tucson) pivoted to allocating relief funding to preschool and childcare providers to incentivize reopening and operating safely. I will not go into the details of this relief effort as we have provided you and the Board with regular updates and the memorandums are available on your web page. But to this day Pima County still has two child care liaisons that meet bi-weekly with providers to provide health and safety guidance, including the reporting of COVID-19 cases amongst children and staff, and information on testing and vaccinations. Arizona received \$88 million in CARES Act funds in 2020 for child care, which were largely distributed by DES through grants to providers. Another \$248 million in emergency relief funding has been awarded to Arizona as part of the Congressional Appropriations Act of 2021 approved in December 2020. DES submitted a plan for spending this funding on another round of grants to providers, increased subsidy rates, sponsoring providers on the wait list for quality assessment and rating, as well as other short term activities aimed at aiding the child care sector in recovering and rebuilding. Arizona's share of child care assistance funding from the American Recovery Act will be over \$1 billion, \$600 million of which is to be targeted as additional recovery grants to providers. While it is unknown how DES will spend the remainder of this funding over the next two years, we do meet bi-weekly with DES to receive updates and discuss opportunities. This is one-time funding, but it could dramatically change DES's childcare assistance programs, state-wide and here in Pima County.

On the political front, three new County Supervisors were elected to the Board in 2020, all of whom stated support during their campaigns for early childhood education for families in need, and for the County to have a role in a new-local effort. I had one meeting with the Preschool Promise advocates in late December about resurrecting the prior year's effort and began discussions with the United Way about how to best move forward. Soon after, Supervisor Scott proposed, and the Board directed we budget \$10 million for scholarships for low-income families to afford high quality preschool. Shortly thereafter, the City of Tucson's Mayor and Council approved \$1 million in remaining CARES Act funding to be spent with the County's funding for this effort. On March 23, the City of South Tucson approved a resolution in support of the County's program and offered to assist with outreach to South Tucson residents. And on April 1, 2021, the Governor signed legislation that enables Library Districts to fund early childhood education efforts, providing an alternative source of County funding for his effort in the future.

### **3. Pima Early Education Program Framework**

Immediately after the Board's February 16 action, I began meeting actively with Ms. Douville's successor at the United Way, Allison Titcomb, and Monica Brinkerhoff, Associate Vice President for Early Childhood Education. We needed a general description of the program to inform conversations with stakeholders, including possible partner agencies that may be able to assist with implementation, and other funding partners. Following the model the County uses to contract with Banner to operate a full service hospital, as well as a plan out of Cleveland, Ohio, we developed a list of guiding principles. We included family and preschool provider eligibility criteria based on the Board's motion, initial ideas for program administration, and a table showing an updated estimate of need. This draft framework was discussed and edited with a sub-group of the Preschool Promise advocates, refined after discussions with parent groups and other stakeholders, and has been used to guide our Year 1 recommendations:

#### **Overall Goals:**

To increase the number of 3-5 year-old children from low-income families attending high quality preschools in Pima County, and to increase the number of high quality preschools in Pima County.

**Table 1**  
**Low-Income Preschool-age Population in Pima County**

Estimated number of children age 3-5 in Pima County <sup>1</sup>	28,076
Estimated number of low-income children age 3-5 in Pima County <sup>2</sup>	12,915
Estimated number in a subsidized high quality seat <sup>3</sup>	3,864
Estimated number unserved <sup>4</sup>	9,051
Estimated target number based on 60% uptake rate <sup>5</sup>	5,430

<sup>1</sup> Source: 2019 US Census 2015-2019 estimates, and assuming 33% of 5-year olds have birth dates after Sept. 1 Kinder deadline.

<sup>2</sup> Source: Calculation using 2019 US Census 2015-2019 estimates assuming a 46% rate of children ages 0-5 living under 200% FPL

<sup>3</sup> Source: Child Parent Centers, DES, FTF. Excludes Tribal Head Start programs.

<sup>4</sup> Source: Calculation

<sup>5</sup> Source: Calculation using 60% uptake rate of number unserved based on other communities' universal PreK programs

#### Family and Preschool Provider Eligibility:

1. Families with three or four-year-old children (and five-year-olds not in Kindergarten), with a household income at or below 200 percent of the Federal Poverty Level.
2. Preschool providers must be located in Pima County, operate at least 6 hours a day for 10-12 months of the year, be contracted with DES to accept DES subsidies for eligible children, and be considered "high-quality" according to the State definition of high quality (Quality First rating of 3-5 stars; Head Start provider, or nationally accredited.) Providers not yet rated must design their program to attain high-quality standards, be pursuing Quality First rating, and have an active quality improvement plan.
3. Preschool providers include the existing mixed delivery system of school districts, centers and home-based licensed/certified family childcare providers.

Attached is an initial map of preschool providers across Pima County that currently meet the State definition of high-quality (Attachment 1).

#### Guiding principles:

1. Increase high-quality preschool capacity while addressing existing need, by allocating scholarships to preschool providers that can add new classes for eligible children, increasing the number of high quality providers, and allocating scholarships to providers that can serve more eligible children in existing classes.
2. Distribute scholarships efficiently and effectively through existing programs and partners.
3. Do not supplant existing public assistance for preschool and utilize local funding as a "last dollar in" approach. Families eligible for a DES subsidy, FTF scholarship or Head Start assistance should continue to receive assistance through those programs where available, and these agencies should not reduce their level of assistance.
4. Coordinate with existing agencies that provide public assistance for high-quality preschool to establish baseline need and simple system-level benchmarks, monitor progress and refine collaborative efforts to improve the system as a whole.
5. Establish scholarship rates that cover the full cost of providing high-quality preschool per child (salaries, classroom space, furniture and supplies, snacks and meals), based on accepted cost of quality and local market rate studies, considering wages necessary to attract quality teachers, and accounting for current DES subsidy rates and school district in-kind contributions, as well as increased costs related to the pandemic.
6. Ensure that participating preschool providers are geographically dispersed, with priority given to preschools serving lower income/higher need neighborhoods, tribal and rural areas.

7. Connect eligible families to high-quality preschools and financial assistance, including parents in local workforce development programs.
8. Collaborate with partners to connect participating families with other community resources to accelerate family and community wide benefits.
9. Maximize multi-year partner contributions to make the program more sustainable.
10. Advocate with partners for a long-term state-wide solution.
11. Remain flexible as providers and families recover and rebuild from the pandemic.
12. Review, reevaluate, revise, and report regularly with input from stakeholders, including outputs, outcomes and academic progress for this program and the system as a whole.

Program Administrator should:

1. Have experience in early childhood education and knowledge of the complexities involved with the mixed preschool delivery and funding systems in Arizona.
2. Manage the program with multiple funding sources and partners, according to the guiding principles, and maintain a statewide connection with early childhood education partners.
3. Identify preschool providers that can expand high-quality capacity, and develop criteria for balancing the number of scholarships allocated for capacity expansion with the number allocated for existing high-quality classes, including the need for enhancement of DES childcare subsidy and First Things First Quality First scholarship rates.
4. Distribute scholarships to providers that meet the criteria, and according the guiding principles. This includes regular review of utilization data and re-allocation of unused scholarships, fiscal monitoring and quality assurance measures.

#### **4. Administrative Models from other Communities**

It quickly became apparent that while most stakeholders agreed on the guiding principles and eligibility criteria, there was considerable interest and divergent viewpoints with regard to who should administer the Pima Early Education Program and how. While there was not time to do a thorough review of locally funded preschool scholarship programs in other communities, we did confer with Sarah Gassen of the Arizona Daily Star who had written editorials in 2019 about communities she visited with similar programs. We reviewed these and others. Summaries are included in Attachment 2.

What many of these programs have in common is they are often managed and implemented by an experienced non-profit community organization, separate from the primary funder, who administers the entirety of the program, or contracts with a separate vendor for the contracting and monthly billing components. Key functions of the administrator include contracting and financial management, collaboration with stakeholders and other early childhood education related agencies, and matching multiple funding partners to diverse system needs.

For example, the City of Philadelphia's Office of Children and Families is responsible for implementing a program called PHLPreK, to provide free high quality preschool for all children



on a first come first serve basis, with funding from a beverage tax. The Office contracts with what they call an “intermediary” to administer and implement the program. While the Office sets the overall parameters for the program, the intermediary is responsible for contracting with eligible preschool providers, managing the billing and reimbursement, fiscal monitoring, site visits and compliance auditing, training and technical assistance, layering of funding, program reporting, data collection and analysis, collaborating with strategic partners and managing relationships with stakeholders. The Office also contracts with what they call a “Quality Support Specialist” that is focused on improving the quality of the participating preschool providers through training, professional development, etc. PHLPReK supports 3,000 slots (or scholarships) a year at 130 preschools.

Another example is Mecklenburg County, North Carolina. Mecklenburg County has a 6-year plan to provide free and voluntary pre-k to all 4 year olds. Smart Start, a non-profit that appears to be similar to Arizona’s First Things First, administers MECK Pre-K on behalf of Mecklenburg County. In year 1 the program served 600 children in 33 classrooms. By year 2, the program had expanded to serve 1,200 children in 69 classrooms. In addition to the County’s public funding, the program appears to have commitments of over \$6 million over 5 years from philanthropic and private sector funds.

A third example is Cleveland, Ohio. Cleveland’s PRE4CLE is a plan to ensure all 3-4 year olds in Cleveland have access to a high quality preschool by (1) increasing the number of high quality preschools in Cleveland, (2) helping preschools improve their quality rating, and (3) connecting families to quality preschool providers. The Cleveland Early Childhood Compact was formed in 2014 to monitor and oversee implementation of PRE4CLE, and includes a diverse membership of public and private organizations. The Compact conducted an RFP process and selected two administrative entities that are tasked with implementing the plan, raising funds, and reporting on the plan’s success. One entity appears to be similar to Arizona’s Child Care Resource and Referral agencies, while the other is the fiscal agent. One noteworthy aspect of this is a single web portal which not only aids families in finding high quality providers, but also in identifying which providers offer the type of financial assistance that would work best for each family. Prior to the pandemic, this program had increased high quality preschool enrollment in Cleveland by 75 percent (from 2,857 in 2013 to 4,819 in December 2019).

Regardless of who administers the program, there appear to be several tasks common to these programs:

- Develop program guidelines.
- Identify child and provider eligibility criteria.
- Set reimbursement rates and review annually.
- Select participating providers
- Confirm eligibility of provider and child
- Contract with providers
- Allocate a number of scholarships per provider
- Reallocate regularly unused scholarships

- Develop a system for providers to submit monthly enrollment data and be reimbursed for eligible costs.
- Train providers on system and provide technical assistance.
- Implement quality control and fiscal monitoring, including audits, as well as confirming that families eligible for state or federal assistance are receiving those dollars first instead (layering and braiding funding).
- Manage and collaborate with key partners, stakeholders and funders.
- Establish baselines and benchmarks at system and program level.
- Reporting and evaluation.

Administration of the Pima Early Education Program will certainly be influenced by the program model. While financial assistance to preschool providers could be provided via an annual grant program with one primary funder, with low administrative complexity, it is likely to serve the least number of children. Programs that instead include active review and reallocation of unused scholarships, incorporate multiple funding partners, and collaborate to expand capacity, are more administratively complex and staffing intensive, but are more likely to serve more children and be sustainable over time. The programs listed above fall into this second category.

## **5. Recommended Year 1 Pima Early Education Program Components**

The following proposal assumes that the County's funding commitment will go beyond this first year and that the City of Tucson, Town of Marana, Oro Valley and El Rio funding will be spent in conjunction with the County's funding. Funding or in-kind assistance from other partners is noted where applicable and is detailed in a separate section of this memo.

Year 1 will be constrained by impacts of the pandemic, and there is not enough time to evaluate different implementation models and get a preferred program up and running before the start of next fiscal year on July 1, 2021. In addition, in Year 1 there will be considerable federal emergency funding spent by the State on child care (part of the \$1.2 billion state-wide), and it is unknown how this will impact the current preschool financing and capacity landscape. During Year 1, preschool providers and families will need help recovering from the pandemic. Enrollment may still be significantly lower than pre-pandemic times. Mitigation measures may still be in place that limit class sizes and increase provider costs. Preschool providers will need immediate funding without additional barriers, to keep them open and to maintain their workforce. Families will need to feel preschool is a safe and healthy option so that they can return children to preschool and return to work. Low income families will need assistance paying for preschool, which is easiest to provide through existing and familiar programs.

The Pima Early Education Program's focus during Year 1 should be on getting assistance to families and providers as quickly and efficiently as possible, increasing the number of high quality preschool providers and those that contract with DES to accept DES subsidies and the additional federal recovery financial assistance to be administered by DES, and expanding capacity where possible as enrollment recovers. Planning for future years should also occur in Year 1.

With this in mind, the following major program components were considered for Year 1, in accordance with the guiding principles:

1. Funding agreement with First Things First for additional Quality First scholarships (estimated 560 additional scholarships, which is in addition to the 381 existing Quality First scholarships)– starting July 1 or soon after. RECOMMENDED COUNTY FUNDING
2. Funding agreement with Child-Parent Centers to increase the hours of Head Start preschool programs from part time to full time (for approximately 205 children)– starting July 1 or soon after. RECOMMENDED COUNTY FUNDING
3. Funding agreement with the Arizona Department of Economic Security (DES) to increase their childcare subsidy reimbursement rates (1800 children currently receiving DES subsidy for high quality preschool) NOT RECOMMENDED
4. Increase the number of high quality preschool providers and those that contract with DES to accept DES childcare subsidies, as well as the number of eligible families applying for DES childcare subsidies. RECOMMENDED WITH PARTNER FUNDING
5. Funding agreements with school districts that have the ability to add new high quality classes, with priority given to those serving low income neighborhoods (est. max of 440 children in 22 new classes) – starting August 1. RECOMMENDED COUNTY FUNDING
6. Funding to partner with Pima Community College (PCC) and Child-Parent Centers to begin offering high quality Head Start preschool at PCC campuses (1 new 20 child class) – starting August-October. RECOMMENDED COUNTY FUNDING
7. Issue a request for proposals for a qualified contractor to develop a 3-year plan for administering the Pima Early Education Program and implementing that plan under the guidance of a multi-departmental Pima County oversight team. RECOMMENDED

Each of these components is detailed below. Each component makes use of existing programs or models. They are each very different models and our experience with these in Year 1 will help us to plan for future years.

If we pursue the above recommended funding components for Year 1, Table 2 shows that we may be able assist an additional 1,040 children from low-income families attend a high quality preschool program, which equates to almost 20 percent of our target. Note that this does not include additional children that may receive financial assistance from partners like DES. It could also be that children we propose to serve, instead receive DES funding (a key program objective), thereby decreasing the cost to the County. System level benchmarks will be tracked so that we can report overall system level increases in children served, not just those funded by Pima County.

**Table 2**  
**Year 1 Estimated Additional Children Served and Target\***

Estimated program target number based on 60% uptake rate	5430
First Things First Additional Scholarships (max)	560
Additional seats at new school district and PCC preschools (max)	480
Year 1 Estimated Additional Children Served	1,040
Percent of Target	19%
*Extended day Head Start programs propose to assist 205 children already attending half-day and are not included in this count.	

Additional First Things First Quality First Scholarships

FTF, a State agency, was created by voter initiative in 2006, and is committed to the healthy development and learning of young children from birth to age five. Quality First, a signature program of FTF, partners with child care and preschool providers across Arizona to improve the quality of early learning for children. In Pima County, there are currently about 145 child care and preschool providers with a 3-5 star Quality First rating. This Fiscal Year, FTF provided 381 Quality First scholarships to preschool age children enrolled in high-quality 3-5 star preschool programs in Pima County. FTF also has an agreement with Pima County's Community and Workforce Development to provide a small number of HOPE scholarships to parents identified by case managers of children who are in particular job training and education programs and are in need of financial assistance for child care, to also be used at 3-5 star programs, but not just for preschool age children.

In some ways these FTF scholarships are closer to meeting our proposed eligibility requirements and guiding principles than DES subsidies, and in other ways they are not. FTF scholarships are available for families with incomes up to 200 percent of the federal poverty level, and don't have work requirements. In addition, FTF scholarships provide more financial certainty to providers as they are funded on enrollment not attendance, and the slot stays with the provider. But FTF scholarships are typically limited to 3-5 star providers and not nationally accredited providers. Families using FTF scholarships also typically cannot transfer their scholarships to another provider, whereas they can with DES subsidies. While DES subsidies can be used at any DES contracted high quality provider that has availability for the child, the number of FTF scholarships varies every two years based on the priorities set by the Regional Councils, and allocations to specific 3-5 star providers varies based on their star rating and size.

It is worth noting that FTF does not distribute these scholarships directly. They contract with Valley of the Sun United Way (VSUW) for the distribution. FTF has 2-3 employees that identify the providers and the number of scholarships each provider will receive for a given fiscal year, and provides this information to VSUW. VSUW, with about 12 employees, contracts with providers, trains providers on how to determine eligibility of the families and children, and how to submit enrollment data monthly for the children using the scholarships. VSUW then reimburses providers the following month. VSUW provides monthly data back to FTF on scholarship usage so that FTF can direct reallocation of unused scholarships. VSUW implements specific fiscal monitoring and quality assurance procedures required by

FTF. While VSUW has responded favorably to providing similar scholarship vendor services for the Pima Early Education Program, it will take considerable start up time to develop, which could occur during Year 1 in preparation for Year 2.

Again, we continue to hear that preschool providers, including school districts, would rather receive additional assistance through existing and familiar programs, and FTFs Quality First scholarship program is one of these. FTF has proposed to administer for Pima County an estimated additional 560 scholarships, at a cost of \$3,811,600, for preschool age families with as few differences as possible to their traditional scholarships in Year 1 to get the funding out fast, starting July 1 or shortly after. These scholarships would range from \$5,720 a year per child for a 2-star provider, to \$7,280 a year per child for a 3-5 star provider.

Attachment 3 is a map showing 2-5 star preschool providers that participate in FTFs Quality First program, and would therefore be offered these 560 Pima County scholarships. Note that typically 2-star providers are not considered “high” quality, but are working towards a higher star rating. Since Year 1 of our program begins during a period of recovery and rebuilding for the childcare/preschool sector, FTF advised that there may not immediately be enough capacity to absorb the number of scholarships we would like to see distributed to families in need. Therefore, they recommend including 2-star providers during Year 1. Even with these additional 2-star providers, FTF is unsure whether all 560 scholarships will be able to be filled, or not. Monthly reports will be provided so that the County can understand how many scholarships are being used by each provider. Any funds that go unused will be refunded to Pima County after the end of the Fiscal Year.

FTF’s Quality First model for allocating scholarships prioritizes providers by size (licensed capacity) and star rating. This means the larger, high rated providers will be allocated more scholarships than smaller, lower rated providers. All will be offered scholarships. It is also worth noting that 8 of 9 tribal Head Start preschool providers are also in Quality First and would be offered scholarships.

FTFs Quality First scholarship program includes four percent for administrative costs, which in this case would be \$146,600. However, FTF has offered to waive this for our Year 1 agreement to maximize funding for scholarships during this period of recovery and rebuilding, and as their contribution to the County’s new program. FTF is also currently undertaking a detailed cost of quality study that will inform scholarship rates across the system for future years.

#### Increase Hours of Head Start Preschool Programs from Part Time to Full Time

Head Start and Early Head Start are federal programs administered by the Office of Head Start within Department of Health and Human Services. The federal dollars are allocated directly to 22 Arizona Head Start grantees. Head Start programs must adhere to comprehensive standards determined by the federal Office of Head Start. Arizona Head Start programs provide high quality early childhood education, nutrition, health, mental health, disabilities, and social services with a strong parent involvement focus. Head Start has a heavy emphasis on parent involvement, education, and family support. Early Head Start

serves women who are pregnant and children birth to 3 years old. Head Start serves children 3 to 5 and their families who are at or below 100 percent of the federal poverty level, as well as foster and homeless families.

Head Start programs in Pima County (excluding those serving the Tohono O'odham Nation and Pascua Yaqui Tribe) are provided by Child-Parent Centers, a non-profit provider also serving Cochise, Graham, Greenlee and Santa Cruz Counties. There are 27 Child-Parent Center Head Start centers in Pima County, and 16 home-based programs, with 1,549 3-5 year olds enrolled. Many are co-located on school district properties.

The traditional Head Start model is a free, half-day program (4 hours a day). However, Child-Parent Centers would like to offer full day programs and are actively seeking funding partners to do so. Child-Parent Centers provided us with a proposal to expand full day programming for 205 children in 11 classes for Year 1, for 10 months, at a cost of up to \$1,149,845. Child-Parent Centers has a proven track record of braiding DES child care subsidies with their federal funding. If any children receive DES subsidies for this extended day model, the cost to Pima County would decrease.

There are also separately administered Head Start programs serving the Tohono O'odham Nation and Pascua Yaqui Tribe. We are in the process of contacting the tribal Head Start administrators to discuss their needs and whether a similar part time to full time expansion approach would be beneficial.

While the Head Start programs cost more on a per child basis in comparison to the school district preschool programs, or First Things First Quality First scholarships, it is important to keep in mind that the cost per child includes an array of wrap around services that school districts are unlikely to provide and that First Things First provides to preschools via separate funding contracts above the cost of their scholarships.

#### Not Recommended: DES Childcare Subsidy Rate Enhancement

Part of the initial request in 2019 from the Preschool Promise advocates was for gap funding to increase the reimbursement rates DES pays preschool providers to cover the cost of high-quality market rate preschool for eligible children. DES has since increased their rates, but not enough to fully reimburse many providers for the cost of high quality programming. Higher rates will attract more preschool providers to accept children with DES subsidies, and will provide additional funding for the cost of high quality. The more high-quality providers that contract with DES, the more openings there will be for families seeking high-quality preschool.

Currently, DES provides subsidies to 1800 preschool-age children in Pima County through 124 high quality preschool providers (including school districts, centers and home-base programs). There are approximately 76 additional high quality providers that are not currently contracted with DES. It is important to note for future planning that most DES subsidies are only available to families with incomes at or under 165 percent of the federal poverty level, and have work requirements. DES also administers a lesser number of subsidies for foster

families. Ideally, we would like to see the income qualifications raised to 200 percent of the federal poverty level and no work requirements.

We continue to hear that preschool providers, including school districts, would rather receive additional assistance through existing and familiar programs, rather than facing additional barriers to qualify for assistance through yet another system. And DES gap funding was a priority for Preschool Promise. Therefore, we explored this option with DES. But in light of the estimated \$1.2 billion in federal recovery funding that DES will be receiving from the American Recovery Act and the 2021 Congressional Appropriation Act, DES will most likely be increasing child care subsidy rates on their own, providing other incentives to providers to contract with DES, and making other improvements to their child care assistance programs. DES also offered to serve as the fiscal agent for Pima County to provide one-time grants to preschool providers contracted with DES, but again, one-time grants will likely be awarded as part of this federal recovery funding. Therefore, it is not recommended that Pima County partner with DES for these funding components in Year 1.

#### Increase the Number of High Quality Preschool Providers and those Contracted with DES

One of the most significant barriers to expanding access to high quality preschools for families in need, is the lack of preschools that are recognized as high quality. Currently about 1/3 of the preschools in Pima County are considered high quality (rated 3-5 stars in FTF's Quality First program, in Head Start, or nationally accredited). This equates to about 200 out of 600. Limited funding has prevented FTF from funding the assessments necessary to assign a quality rating to additional preschools, as well as the funding for coaching to then improve the quality of those that do not immediately rate at high quality. In addition, during the pandemic, assessments had to be placed on hold and it is unknown when they will restart. There are currently 36 preschools on the wait list for assessment and rating. FTF does have a buy-in option whereby preschools, or those that wish to sponsor them, can pay for assessment and rating, and coaching if needed, and even scholarships if and when the provider receives a high quality rating. FTF has noted that the journey to high quality may be fast for some preschools, but may take several years for others. This is an item DES included in their proposal for use of emergency federal funding and can be considered a much needed partner contribution without the use of County funding. The United Way is also proposing that part of their funding contribution in Year 1 be used to support quality improvements.

Another barrier to expanding access to high quality preschools for families in need is the fact that not all high quality preschools are contracted with DES to accept children with DES child care subsidies. Currently about 112 of the 200 high quality providers are contracted with DES. Historically, many providers found the DES reimbursement rates to be too low to support the cost of providing high quality programming. DES has since raised rates and proposed raising rates again with federal emergency funding, and addressing other barriers for providers. In addition, we've heard that some providers could benefit from support to initiate the contracting process with DES. It is recommended that other funding partners provide outreach to these high quality providers, and encourage them and assist them in getting contracted with DES.

Finally, Children's Action Alliance estimates that only 1 in 3 families eligible for DES childcare subsidies are receiving them. It is recommended that other funding partners provide outreach to these families, and assist them with applying if they are interested. DES is also developing additional outreach materials to explain the application process to families. This is the most effective way to decrease the funding needed by the County and other local partners to support high quality preschool for low income children.

We will continue to discuss these issues with DES during our bi-weekly meetings.

#### Capacity Expansion at School District Preschools

The number of high quality preschool programs can also be increased by adding new high quality classes. Ideally this would occur at both school district and non-school district preschool sites. However, considering the Year 1 constraints and the need to get agreements in place quickly so that preschools can hire teachers, it is recommended that the County enter into IGAs with school districts that have the ability to add complete new high quality preschool classes next school year of approximately 18-20 children each. It is further recommended that each school district be offered funding for 1 new class, with additional funding for additional classes for school districts that serve higher need populations.

The following school districts have expressed interest in adding preschool classes as part of the Pima Early Education Program in year 1 (Table 3). Conversations are on-going with additional school districts. Please note that the locations of these new classes should be considered tentative and may very well change depending on an array of factors such as space at schools, community needs and data assessment, as well as additional feedback. All of these school districts offer 10-month preschool programming, which aligns with the K-12 school year. The estimated per student in-kind contribution from the school districts includes the classroom space, utility costs, custodial services, security and administrative overhead (Human Resources, Information Technology, payroll process, etc.).

**Table 3**  
**Additional Tentative Year 1 School District Preschool Classes**

School District	Tentative School Sites	Max New Preschool Classes	Max Number of Students*	Max Cost to County Year 1 assumes 20 student classes & no DES or other funding	In-kind contribution from School District at \$1,750 per student
Altar Valley	Robles Elementary	1	20	\$132,000	\$35,000
Amphitheater	Hollaway, Walker	3	60	\$396,000	\$105,000
Baboquivari	Indian Oasis Primary	1	20	\$132,000	\$35,000



Re: **Recommendations for Year 1 Implementation of the Pima Early Education Program**

April 21, 2021

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Flowing Wells	Emily Meschter Early Learning Center	1	20	\$132,000	\$35,000
Marana	Picture Rocks, Estes and Butterfield	3	60	\$396,000	\$105,000
Sahuarita	Early Childhood Center	1	20	\$132,000	\$35,000
Sunnyside	Ocotillo Learning Center	5	100	\$660,000	\$175,000
Tucson	Kellond, Whitmore, Cavett, Ford, Steele, Borton, Robins, Vesey	8	160	\$1,056,000	\$280,000
		23	460	\$3,036,000	\$805,000

\*Note that 3-year-old or 3-5 year-old mixed age classes are limited to 18 students, while 4-5 year-old only classes are limited to 20 students. This table assumed the maximum only for budgeting purposes.

It should be noted that all school districts that already have preschool classes participating in FTFs Quality First program will also be offered Pima County-funded scholarships administered by FTF. Therefore, there may be some school districts that receive funding to add full new classes, as well as being offered additional scholarships for existing classes.

Getting these school district IGAs in place as soon as possible will enable school districts to start the process to hire teachers so that they can prepare to offer this expanded and free preschool programming as soon as the start of the coming school year, in early August. There may be some school districts, however, that cannot move this fast. Preschool schedules do not have to mirror the K-12 school schedule. The IGAs could require that the school districts offer this programming on or before the first week in January for those that need more time. Most school districts, however, are eager to start these new classes this August.

It is recommended that these IGAs be finalized as soon as possible, with a tentative date for Board approval at the second meeting in May. We have already been circulating drafts with the school districts. Among other things, school districts will be required to market the classes to eligible families, confirm family income and child age eligibility, encourage families that may be eligible for DES childcare subsidies to apply and accept the subsidy if awarded (reducing the cost to the County), and offer free snacks and meals to all children in the class regardless of whether they qualify for free or reduced cost lunch. School districts will be

reimbursed monthly at a per classroom rate (minus other financial assistance received like DES subsidies), and shall not charge families any fees, with the exception of before or after school care.

The IGA's being considered also include a two-year term. While the Board has only directed us to budget for FY22, school districts are investing a lot to open these new classes and are seeking a longer-term commitment than a single year. While there was one request to make these three-year agreements, this is not recommended for a couple of reasons. First, if there is an intent to fund this program with Library District funds in the future, the Library District would need to be party to these agreements. Based on a scenario whereby the General Fund fully funds the FY22 \$10 million program, and the General Fund and Library District equally fund the FY22/23 \$10 million program (\$5 million each), two-year school district IGAs can continue to be funded with General Funds only, and do not need to include the Library District. Second, we do not know what the most effective and efficient way is of meeting the program goals. While school districts should definitely continue to be a part of the mixed delivery system for preschool programming, the requirements and funding structures will be better informed with more planning.

In addition, by allocating funding to the school districts directly via these IGA's, we will be unable to require the extensive fiscal monitoring and quality assurances that would be provided by an entity such as FTF, United Way Valley of the Sun (UWVS), Head Start or DES. We simply do not have the time or the staff to develop agreements with that level of detail and administrative oversight. We would also be unable to reallocate unused scholarships throughout the year; a service that FTF and the UWVS also provides. While we could propose an expanded contract with FTF to "pay" these school districts with traditional FTF scholarships, there may be a benefit to not putting all our eggs in one basket (with a single FTF contract) even if the result is less efficient, serves less children and has less oversight.

FTF successfully pioneered preschool expansion in several rural areas in Pima County (Ajo, Three Points and Amado), as well as in partnership with the Tohono O'odham Nation and the Pascua Yaqui Tribe. Their shared experiences will help to inform this effort going forward.

#### Pima Community College Preschools

Pima Community College (PCC) is in discussions with Child-Parent Centers to offer Head Start style preschools at one or more of their college campuses, for 10 hours a day, year-round. For those children that meet the County's income and age eligibility, we recently started discussing a proposal whereby the County would contribute to the cost of 1 new class in Year 1. A variety of funding may be braided together to cover the costs, including DES, federal recovery grant funding to PCC to parents enrolled in certain degree programs, and County funding. Similar to the school district model, PCC's in-kind contribution would account for the physical space, janitorial services, utility costs, and administrative overhead. It is recommended that we budget up to \$217,000 for this component in Year 1 until we better understand the amount and certainty for other funding sources.

### Request for Proposals

Also during Year 1, it is recommended that CWD work with Procurement to issue a Request for Proposals (RFP) to contract with an organization to develop a 3-year implementation plan to manage and implement an ongoing preschool scholarship program, and implement the plan under the guidance of the multi-departmental oversight team. This should occur as soon as possible in order to allow enough time for planning, and for the selected contractor to be able to start administering the program at the beginning of the following fiscal year, July 1, 2022.

An RFP/procurement process was unnecessary when the program was proposed to be a United Way program for which the County was one of many participants. However, now that the County would be the primary funder and the program would not exist if not for the County, a procurement process is required.

## **6. Budget for Year 1**

Because of the uncertainties in Year 1 with regard to ongoing pandemic impacts, constraints in the number of high quality preschool providers, and the general adherence to the guiding principle that the County's funds should be the last dollars used, there is a chance that we won't spend \$10 million in Year 1. It is therefore recommended that the County's \$10 million be budgeted in a fund that allows for fund balances to accrue for future years. Attachment 4 is a draft County Administrator budget book supplemental report for Year 1. In addition to the agreements with FTF, school districts, and Child-Parent Centers for Head Start, it is recommended that we budget for outreach, as well as a Program Manager and a Program Coordinator.

**Table 4**  
**Recommended Expenditures in Year 1 (Fiscal Year 2022)\***

<b>Expense Type</b>	<b>Amount</b>
School District/PCC IGAs for 24 new classes ~up to 480 students	\$ 3,253,000
First Things First IGA for up to 560 Additional Quality First Scholarships	\$ 3,811,600
Head Start/CPC contract for Extended Day Preschool ~up to 205 children	\$ 1,149,845
Outreach	\$ 50,000
Program Manager/Coordinator (salary and benefits)	\$ 140,568
Total	\$ 8,405,013

\*This could increase if tribal Head Start Administrators are interested in similar extended day options, or if additional school districts are interested. But it could also decrease based on more DES subsidy participation, and direct funding provided by partners.

## **7. Other Funding Partners**

Below is a list of either direct or indirect support for the Pima Early Education Program in Year 1, totaling almost \$3 million. Additional funding partners are interested in seeing the details of the Year 1 program before committing funding.

- City of Tucson - \$1 million contribution to scholarships within City of Tucson.
- South Tucson, in-kind outreach to South Tucson residents.
- Town of Marana – Mayor and Council to consider a resolution on May 18<sup>th</sup> providing \$132,000 to Pima County for a new high quality preschool class at Estes Elementary in Marana Unified School District.
- Oro Valley – budgeting \$100,000 in FY22 to support a 3-year commitment (approximately \$33,333 a year).
- School districts and Pima Community College, in-kind classroom space and furniture, administrative overhead, janitorial services, etc., valued at approximately \$1,750 per child per year (\$840,000)
- First Things First – Waiver of costs for administering up to 560 additional preschool scholarships – valued at \$146,600.
- DES – proposed to fund Quality First assessment and rating for the 36 child care/preschool providers in Pima County on the wait list, thereby increasing the number of high quality providers that will be eligible for Pima County scholarships in future years (estimated value of \$432,000 for one year of sponsorships).
- In FY2022, United Way of Tucson and Southern Arizona will provide a total of \$342,100 (\$321,500 in matching dollars and \$20,600 of in-kind) to support the overall activities of the program, which may include staff time to support project implementation; efforts to increase high quality capacity of the mixed delivery early care and learning system; outreach, marketing and communication with families about the program; coordination with system partners, and other technical assistance to the county as needed. In FY2021, the United Way provided an estimated \$20,600 of in-kind support. United Way may also manage small donations from individuals.
- El Rio - Substantive outreach to families at or below 200 percent of Federal Poverty Level, financial contribution in this first year in the range of \$10,000, with consideration for future year contributions.
- Tucson Metro Chamber – to fund a survey of businesses to identify employee child care needs and identify creative solutions for businesses to support their employees' child care needs.

Other potential funders are encouraged to work with our community partners to provide funding or in-kind support for the following activities that will expand access to affordable high quality preschool for families in need:

- Outreach to families and providers about the benefits of high quality preschool, the Pima Early Education Program and the availability of DES child care subsidies.
- Preschool classroom facility improvements and supplies.
- FTF Quality First buy-in options for sponsoring a preschool provider that is not yet rated to receive assessments and a rating, coaching if quality improvements are recommended, and even scholarships. Note that each preschool providers' journey to quality is different, and some require multiple years of sponsorship to attain and maintain a high quality rating.
- If a City or Town prefers to provide funding for preschool scholarships for a specific school district or center, we can discuss whether that is best implemented through a

funding agreement with Pima County, or if it simpler for the County to provide them with our model school district and FTF agreements so that city or town can manage their agreement directly, and in return report the number of children served per year to the County for system level benchmark monitoring.

## **8. Program Administration – Year 1**

It is recommended that Pima County's Community and Workforce Development (CWD) administer Year 1 of this program, with the oversight of a multi-departmental team to include representatives from the Library, Health Department, Superintendent of Schools and County Administrator's office.

CWD roles and responsibilities:

- Manage agreements with school districts, FTF and Child-Parent Centers for Head Start, including quarterly group meetings.
- Facilitate coordination among school districts, FTF and Child-Parent Centers regarding child enrollment and workforce hiring and retention.
- Manage funding contracts with the City of Tucson, Town of Marana and other direct funding partners.
- Coordinate the RFP process, through Procurement, to retain an organization to develop a 3-year implementation plan, and to manage and implement an ongoing preschool scholarship program for Pima County according to that plan.
- Track County and system-level benchmarks.
- Monitor program expenses and develop a recommended budget for future years.
- Report regularly to the multi-departmental oversight team.
- Ensure sufficient outreach is occurring through community partners.
- Keep stakeholders updated.

Multi-departmental Oversight Team roles and responsibilities:

- Provide guidance to CWD.
- Develop regular reports to the County Administrator and Board.
- Serve as the evaluation committee for RFP process.

CWD is a good fit for administering this program in Year 1 because of their expertise in administering a variety services for low-income families and displaced workers, including staff that are knowledgeable about related community resources. The advantage to clients is when they go in for an appointment for one of our low-income programs, they are also screened for other assistance programs. Discussions are ongoing regarding how best to make this community resource connection even more intentional through "navigators" who could work with low-income families that have children attending these high quality preschools, as well as for the preschool employees. Connecting such families with other needed resources has been shown to accelerate the benefits, not only to the children and parents, but also to the community as a whole. CWD is also well versed in developing and managing contracts with outside agencies to procure services.

Including multi-departmental oversight, in addition to CWD administration, builds upon a model we already know works with the Banner agreement, and facilitates intentional connections between those departments and this program. In addition, including the Library District in more detailed planning is recommended as the program transitions to Library District funding over the next 2-3 years.

**9. Recommendation**

With your approval, I will continue to work CWD, the Library, and the County Attorney's Office, under the leadership of Jan Leshar and Dr. Francisco Garcia, to finalize the necessary agreements with school districts, First Things First, Child-Parent Centers (Head Start), and direct funding partners, to be scheduled for Board action as soon as possible.

NF

**Attachments**

- c:     The Honorable Dustin Williams, Pima County School Superintendent  
       Jan Leshar, Chief Deputy County Administrator  
       Francisco Garcia, MD, MPH, Deputy County Administrator & Chief Medical Officer,  
          Health and Community Services  
       Dan Sullivan, Director, Community and Workforce Development  
       Amber Mathewson, Director, Pima County Public Library  
       Terry Cullen, MD, MS, Public Health Director, Pima County Health Department  
       Ana Durazo, Contracts Division Manager, Community and Workforce Development  
       Jenifer Darland, Homeless Services Division Manager, Community and Workforce  
          Development  
       Stacey Roseberry, Civil Deputy County Attorney  
       Victoria Buchinger, Civil Deputy County Attorney

High-Quality Childcare Providers

*Includes Quality First 3-5 Star  
and Head Start providers,  
and Nationally-Accredited providers  
recognized as high-quality  
that are contracted with DES.*

*Excludes 17 childcare providers  
that do not have a public rating  
or have an incomplete non-public rating.*

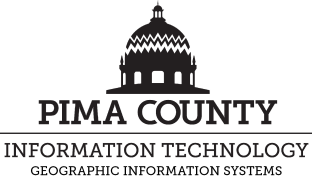
Childcare Provider

- Type
- Center
  - School District
  - Home

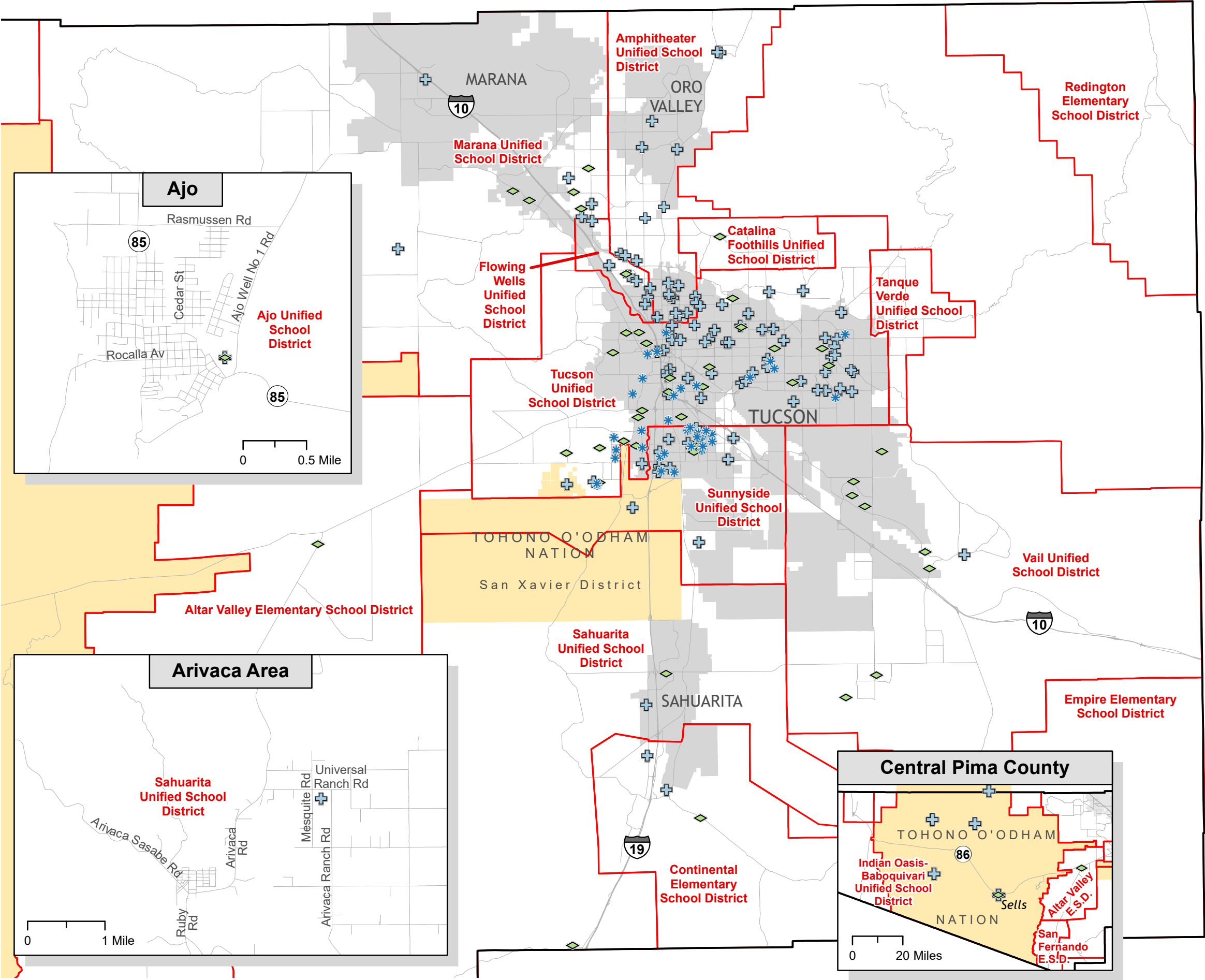
School District



0 2 4 8 Miles



April 21, 2021



## Attachment 2

# Comparison of Locally Funded PreK Programs

Program Name/City	Number children served	Key Elements	Staff/Administration	Evaluation
<b>Tempe PRE</b>  Tempe, AZ	200	<p><b>Purpose:</b> Tuition assistance (sliding scale) tuition to school district preschool</p> <p><b>Provider type:</b> Public preschool</p> <p><b>Funding:</b> Jointly funded by City of Tempe and Tempe Sschool District</p> <p><b>Provider Requirements:</b> N/A, limited to specific classrooms</p> <p><b>Application:</b> Families apply through an online system (City operated), lottery selection process</p> <p><b>QRIS:</b> Classrooms participate in Quality First</p> <p><b>Hours of operation:</b> school day and after care/summer camp</p> <p><b>Staff support:</b> Administration of scholarships, program, and preschool/child care implementation</p> <p><b>Administrator:</b> City of Tempe</p> <p><b>Oversight:</b> Tempe City Council</p>	<ul style="list-style-type: none"> <li>• TempePRE Supervisor &amp; Program Coordinator</li> <li>• Assistant Director EC Programs</li> <li>• Classroom staff – School districts</li> </ul>	<p>Formal evaluation funded by Helios conducted by NORC, implementation evaluation and outcome evaluation</p> <p>QF evaluation funded by FTF conducted by Harder+Co</p>
<a href="#">PRE4CLE</a>  Cleveland, OH	4,277	<p><b>Purpose:</b> Create new high quality seats, increase the quality of existing preschool, remove barriers for families to access high quality preschool (advocacy and connect to existing subsidy), maximize the current resources for access to high quality preschool</p> <p><b>Provider type:</b> Public preschool, Head Start, and community based (centers &amp; family child care)</p>	<ul style="list-style-type: none"> <li>• Executive Director</li> <li>• Program Coordinator</li> <li>• Operations and Outreach Specialist</li> <li>• 2 Outreach and Engagement Specialists</li> <li>• Executive Director of CCR&amp;R partner</li> </ul>	<p>Formal <a href="#">evaluation</a> funded by project and conducted by Case Western Reserve University; outcome evaluation (Kindergarten readiness, Bracken School Readiness Assessment, increases in number HQ seats, increases in number HQ sites)</p>



		<p><b><u>Funding:</u></b> existing and new public and private funds and builds on existing Head Start, child care subsidy, state public preschool, child nutrition, and the County's Universal PreK program.</p> <p><b><u>Provider Requirements:</u></b> 3-5 Star rating, teacher-student ratio of 1:10, group size limit of 20, family engagement plan with families, employ teachers with postsecondary degrees</p> <p><b><u>Application:</u></b> Families apply through an online system</p> <p><b><u>QRIS:</u></b> Step Up to Quality [OH Dept of Ed &amp; OH Job &amp; Family Services]</p> <p><b><u>Hours of operation:</u></b> varies</p> <p><b><u>Staff support:</u></b> Administration of scholarships, program, and preschool/child care implementation.</p> <p><b><u>Administrator:</u></b> Educational Service Center of Cuyahoga County (Administrator) and Starting Point (CCR&amp;R), selected via RFP</p> <p><b><u>Oversight:</u></b> Cleveland Early Childhood Compact (leadership body)</p>		
<p><a href="#">Cincinnati Preschool Promise</a></p> <p>Cincinnati, OH</p>	1,631	<p><b><u>Purpose:</u></b> Tuition assistance to use at any CPP-approved high quality providers for eligible families (200% FPL). Provides “gap funding”, increase quality capacity through QRIS efforts, and Staff Support Fund Pilot Program and Teacher Promise Grants to supplement wages and support teacher recruitment and retention.</p> <p><b><u>Provider type:</u></b> Public preschool, Head Start, and community based (centers &amp; family child care)</p> <p><b><u>Funding:</u></b> Local tax, allocated to public schools. <a href="#">\$15M for FY19</a></p> <p><b><u>Application:</u></b> Apply online or printable <a href="#">application</a></p> <p><b><u>QRIS:</u></b> Pays to participate in Step Up to Quality [OH Dept of Ed &amp; OH Job &amp; Family Services] for “emerging quality”, 1-2 stars</p> <p><b><u>Hours of operation:</u></b> varies</p>	<ul style="list-style-type: none"> <li>• Executive Director &amp; CEO</li> <li>• Finance Director</li> <li>• Community Engagement &amp; Marketing Manager</li> <li>• Outreach &amp; enrollment Manager</li> <li>• Quality Improvement Manager</li> <li>• Program &amp; Evaluation Manager</li> </ul>	<p>Longitudinal <a href="#">study</a> tracked 2,158 Cincinnati Public Schools students; provided additional evidence that investment in high quality early childhood leads to positive impacts. Conducted by INNOVATIONS in Community Research and Program Evaluation, Children's Hospital Medical Center.</p>

		<p><b>Staff support:</b> Created a “preschool expansion organization” to administer the program. More detail <a href="#">here</a>.</p> <p><b>Administrator:</b> Cincinnati Preschool Promise non-profit org</p> <p><b>Oversight:</b> Board of Managers, Cincinnati Public Schools are fiscally responsible.</p>		
PreK-4-SA  San Antonio, TX	2,000	<p><b>Purpose:</b> Goal to improve access to quality public pre-kindergarten programs. Operates four high quality educational centers (prekindergarten lab schools) with family engagement components, a system for professional development for ECE educators, and a grant program to support high quality preK at public schools.</p> <p><b>Provider type:</b> Public preschool in school districts and in four centers; competitive grants available to all provider types</p> <p><b>Funding:</b> Local city tax revenue \$36.4 M with other funding to total \$47.3 M in 2019</p> <p><b>Application:</b> Online <a href="#">application</a></p> <p><b>QRIS:</b> Statewide QRIS is Texas Rising Star</p> <p><b>Hours of operation:</b> varies</p> <p><b>Staff support:</b> Administration of scholarships, program, and preschool/child care implementation. Implemented by PreK 4 SA staff.</p> <p><b>Administrator:</b> Non-profit organization</p> <p><b>Oversight:</b> Board of Directors and City of San Antonio</p>	<ul style="list-style-type: none"> <li>• CEO</li> <li>• Chief Marketing &amp; Communications Officer</li> <li>• Chief Operating Officer</li> <li>• Senior Executive Secretary to the CEO</li> <li>• Department Fiscal Administrator</li> <li>• Director of Professional Learning and Innovation</li> <li>• Four center directors</li> </ul>	<p>Third party impact <a href="#">study</a> conducted by the Urban Education Institute.</p> <p>Annual <a href="#">evaluation</a> conducted by Westat, Inc. in conjunction with National Institute for Early Education Research (NIEER) and Rutgers University.</p> <p>Child outcome: Student progress monitoring using Teaching Strategies Gold</p>
PHLPreK  Philadelphia, PA	3,300	<p><b>Purpose:</b> Funds high quality preK at over 130 centers at no cost to families. Age eligibility (3 and 4 year olds), no income or employment eligibility. Traditional school day (5.5. hours), after care is funded by child care subsidy or private pay.</p>	<ul style="list-style-type: none"> <li>• Public Health Management Corporation and Hub Agencies</li> </ul>	<p><a href="#">Mayor’s PHLpreK By the Numbers</a></p>

		<p><b><u>Provider type:</u></b> Public preschool and community based (centers &amp; family child care). Website refers families to Head Start and Early Head Start if eligible.</p> <p><b><u>Funding:</u></b> City beverage tax, <a href="#">\$39.5 M</a> to fund preschool</p> <p><b><u>Application:</u></b> Families contact participating locations directly, or call an assistance line. Website also houses an eligibility calculator so families can determine other subsidy eligibility</p> <p><b><u>QRIS:</u></b> Statewide QRIS is Keystone STARS</p> <p><b><u>Hours of operation:</u></b> varies</p> <p><b><u>Staff support:</u></b> Public Health Management Corporation serves as the administrative intermediary to support implementation, coordination, monitoring, data collection, and reporting. “Hub Agencies” monitor subsets of PHLpreK providers. See <a href="#">Application for Funding</a> for more detail.</p> <p><b><u>Administrator:</u></b> Public Health Management Corporation</p> <p><b><u>Oversight:</u></b> City of Philadelphia Office of Children and Families and PHLpreK Advisory Board</p>		
MECK Pre-K  Mecklenburg County, North Carolina	1,905	<p><b><u>Purpose:</u></b> Funds high quality preK for income eligible four year old children (400% FPL). School day is 6.5 hours.</p> <p><b><u>Provider type:</u></b></p> <p><b><u>Funding:</u></b> Mecklenburg County, \$21.1 M</p> <p><b><u>Application:</u></b> Online <a href="#">registration</a></p> <p><b><u>QRIS:</u></b> Statewide QRIS is Star Rated License, programs must be four and five star centers</p> <p><b><u>Hours of operation:</u></b> Varies</p> <p><b><u>Administrator:</u></b> Non-profit organization Smart Start</p> <p><b><u>Oversight:</u></b> Board of County Commissioners</p>	<ul style="list-style-type: none"> <li>Administered by <a href="#">Smart Start of Mecklenburg County</a></li> </ul>	According to <a href="#">report</a> to Board of County Commissioners: Internal evaluation of program efficacy (with University North Carolina), external evaluation of program quality, MECK preK child data management system, public results dashboard.

Attachment 3

Childcare Providers Eligible for  
Pima County Scholarships  
Administered by First Things First

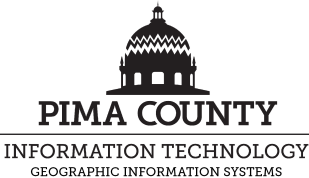
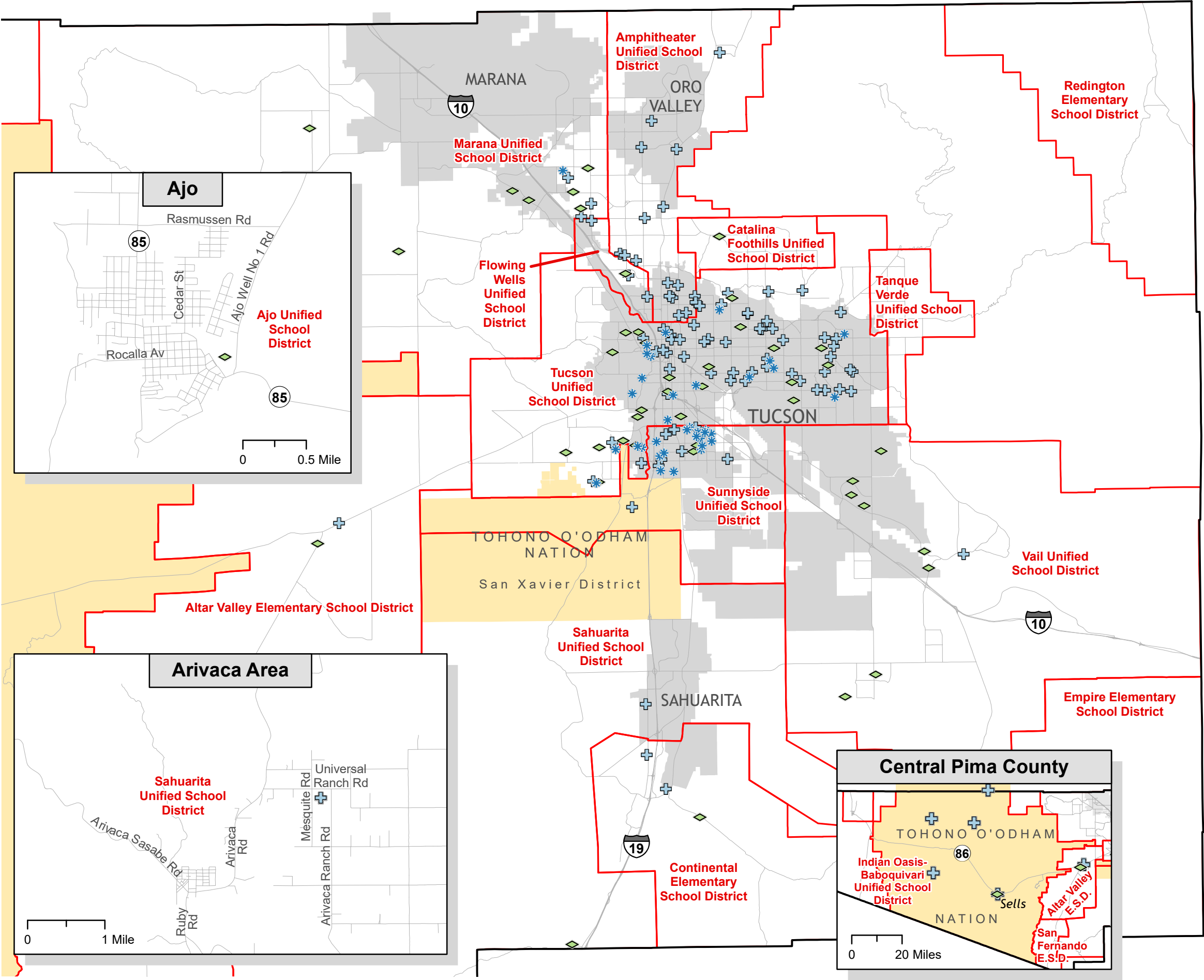
Includes Quality First  
2-5 Star providers.

Excludes 17 childcare providers  
that do not have a public rating  
or have an incomplete non-public rating.

Childcare Provider

- Type
- Center
  - School District
  - Home

School District



April 21, 2021

# Attachment 4

## County Administrator Budget Book – Supplemental Reports

### Department: Finance Non-Departmental

Pima Early Education Program

Type of Request: New Program

	FY 2021/2022 Amount
General Fund	
Personnel Services	\$ 140,568
Total GF Expenditures	\$10,000,000
General Fund Support	\$10,000,000

### Goals and Objectives

Goals: To increase the number of 3-5 year-old children from low-income families attending high quality preschools in Pima County, and to increase the number of high quality preschools in Pima County.

### Objectives/Guiding Principles:

1. Increase high-quality preschool capacity while addressing existing need, by allocating scholarships to preschool providers that can add new classes for eligible children, increasing the number of high quality providers, and allocating scholarships to providers that can serve more eligible children in existing classes.
2. Distribute scholarships efficiently and effectively through existing programs and partners.
3. Do not supplant existing public assistance for preschool and utilize local funding as a “last dollar in” approach.
4. Coordinate with existing agencies that provide public assistance for high-quality preschool.
5. Establish scholarship rates that cover the full cost of providing high-quality preschool.
6. Ensure that participating preschool providers are geographically dispersed with priority given to preschools serving lower income/high need neighborhoods, tribal and rural areas.
7. Connect eligible families to high-quality preschools and financial assistance.
8. Collaborate with partners to connect participating families with other community resources.
9. Maximize multi-year partner contributions to make the program more sustainable.
10. Advocate with partners for a long-term state-wide funding solution.
11. Remain flexible as providers and families recover and rebuild from the pandemic.
12. Review, reevaluate, revise, and report regularly with input from stakeholders.

### Description

The Pima Early Education Program (PEEP) will fund scholarships to wholly or partly cover the costs incurred by parents who wish to enroll their 3 to 5 year-old child not yet eligible for Kindergarten in a high-quality early childhood program. Eligible children will come from families whose income is at or under 200% of the federal poverty level. These scholarships would be payable only to high-quality early childhood education programs, as defined by the Arizona Department of Economic Security, and operated by public school districts, child care centers and home-based licensed/certified family childcare providers.

Research shows that children, particularly economically disadvantaged children and children of color, who attend high quality preschool are better prepared for kindergarten and are less likely to need expensive special education services, and with continued supportive education these benefits may

result in positive longer-term outcomes for those children, their parents, employers and taxpayers. In Pima County, only 46% of 3rd graders are minimally proficient at reading – a key educational indicator, preschool enrollment is low, enrollment in quality preschool is even lower, half of all preschool-age children are from low-income families, a majority of preschool-age children from low-income families are children of color, and public funding for high quality preschool is insufficient.

### **Personnel**

1 FTE Program Manager - Unclassified  
1 FTE Program Coordinator - Unclassified.

### **Supplies and Services**

High quality preschool providers will provide free or substantially subsidized preschool opportunities for an estimated 1,245 eligible children, pursuant to the goals and objectives of PEEP. Up to 1,040 of these will be newly subsidized seats, which would address almost 20 percent of the PEEPs targeted population. This will be funded by Pima County through (1) IGA's with school districts and Pima Community College who are interested in adding new high quality preschool classes with a capacity of approximately 480 children at no cost to eligible families; (2) an IGA with First Things First, a State agency, who has proposed to allocate up to 560 additional scholarships to quality preschool providers for eligible families; and (3) a contract with Child-Parent Centers, this region's Head Start provider, who has proposed to extend traditional half-day Head Start preschool programs to full-day for approximately 205 children. Pima County's Community and Workforce Development Department, under the guidance of a multi-departmental Pima County oversight team, will manage these agreements, track key benchmarks, and issue a Request for Proposals for a qualified contractor to develop a 3-year plan for PEEP and administer the Program in future years.

### **Capital**

N/A

### **Revenue**

Pima County General Fund and other non-county funding contributions.

### **Impact if not funded**

Preschool can cost families annually more than college tuition. High quality preschools can cost even more. Without this funding, many low-income families and families of color will still struggle to afford preschool; parents who want to work may stay out of the workforce to care for children until they are of Kindergarten age; children will be less prepared for Kindergarten and more reliant on special education services; children, parents, employers and taxpayers will be less likely to receive the short and long-term benefits that have been shown to result from such high quality early educational experiences.

### **Mandates**

N/A