

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON**

RESOLUTION NO. 2026-027

Resolution Supporting a Gap Analysis of the County's Preschool for All Program.

The Multnomah County Board of Commissioners Finds:

- A. Voters in Multnomah County passed Ballot Measure 26-214 in November 2020 which established the Preschool for All Program, providing up to ten hours per day of tuition-free, full-day, year-round, school-year schedule options for all three and four year olds with a parent or legal guardian residing in Multnomah County with equitable access provided to people of color and historically marginalized communities. The Ballot Measure also established a new tax on Multnomah County residents and taxable income derived with the County to fund the Preschool for All Program.
- B. Multnomah County's Preschool for All (PFA) Program is administered by the Department of County Human Services' Preschool and Early Learning Division. PFA is in the final stages of growth where intentionality is key and the Division is engaging in a multi-phased gap analysis approach to meet family needs to reach universality.
- C. The Division has been focused on rapid expansions with two key priorities: coverage in areas where priority families are located, and not turning away any qualified providers.
- D. A True Cost of Care Fiscal Modeling Tool is being developed for the Division by Prenatal to Five Fiscal Strategies, as approved by the Multnomah County Board of Commissioners on February 5, 2026.
- E. A Technical Advisory Group (TAG) convened in July 2025 and reviewed the PFA Program's ongoing revenue needs, financial sustainability, fiscal trends, and supported equitable early learning access across the County and made recommendations to the Board on April 7, 2026, which included commissioning a preschool cost study to understand the true costs of delivering preschool services, commissioning demographic forecasting, and staying focused on universality.
- F. Given population changes, updated demographic data shows that potentially the actual number of preschools will be significantly lower than earlier estimates and that saturation rates may be higher. The new demographic forecasting study will provide new projections.

- G. Because of the potentially lower numbers at expected preschools and the faster enrollment of participating preschool providers, Multnomah County may be closer to universal preschool than ever before.
- H. The “gap” is the difference between current enrollment and “universal preschool.”
- I. Geographic and demographic disparities, variances in types of available care, ranges in saturation and parent and community needs survey results are key elements to include as the PFA Program closes the gaps to reach universality.
- J. The Division has completed an initial analysis in Phase One of a multi-phased Gap Analysis, that includes data and analyses of:
 - a. Geographic distribution of seats in the program year 2025-2026;
 - b. Anticipated PFA seats in 2026-2027;
 - c. Geographic distribution of families who applied for PFA in 2025-2026;
 - d. Results from analysis using the Child Opportunity Index conducted by the Division’s external evaluation partners;
 - e. Demographic information pulled from Census/ACS data; and
 - f. Family feedback to the Division through qualitative evaluation activities in 2025-2026.
- K. Developing a plan to close the gaps to achieve universal preschool will best meet the goals of intentionally and effectively reaching universality.

The Multnomah County Board of Commissioners Resolves:

- 1. To support the work of the Preschool and Early Learning Division in the Department of County Human Services in conducting a multi-phase Gap Analysis, as well as establishing a timeline, implementation plan and deliverables aimed at intentionally and effectively reaching universality in alignment with the goals of the program as passed by voters and that considers geographic and demographic disparities, variances in types of available care, and the data from the parent and community needs assessment.
- 2. Phase One of the Gap Analysis to achieving universal preschool is complete. Phase Two runs from April 15, 2026 and is expected to end on June 30, 2026. Phase Two analyzes additional quantitative data from:
 - a. Waitlist data;

- b. Information about other publicly funded programs; and
 - c. Setting type, including alternative hours and programming settings.
3. Phase Three will begin in July 2026 and focuses on qualitative analysis of why families decline a PFA placement offer and what isn't working for families - including scheduling needs, language needs, desired curriculum, and other unmet preferences - to better meet family needs as the program approaches universality.
 4. In Fall 2026, the Division will begin reviewing 2027-2028 provider applications and seat allocations. Phase Four of the Gap Analysis will pull together the analyses from the three prior phases to inform fiscal year 2028 allocations and help inform to whom the Division conducts provider outreach during its final stage of growth.
 5. To receive a report and public presentation from the Division on the Gap Analysis by December 31, 2026, when Phase Four is slated to be completed. Presentation will include all findings, as well as information about how the analysis has informed the allocation process.
 6. To receive a plan from the Division to close the gaps to achieve universal preschool, as identified in the Gap Analysis, by February 28, 2027.

ADOPTED this 21st day of May, 2026.



BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

Jessica Vega Pederson, Chair

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