



PRESCHOOL FOR ALL

MULTNOMAH COUNTY

Advisory Committee Meeting Notes January 28, 2025, 6:30 - 8:30 pm

Attendees: Jillian Hughes (notes), Alice Schmidt, Aly'ce Brannon-Ried, Ayni Amir, Candice Vickers, Dominique Garcia, Emily Glasgow, Jaime Peterson, Janet Li, Jeff Renfro, Kendra Hughes, Lavert Robertson, Lydia Gray-Holifield, Mariana Rocha, Patrick Earnest, Virginia Garcia, Kathryn Torres, Brooke Chilton Timmons, Xia Zhang, Leslee Barnes, Janice Cole

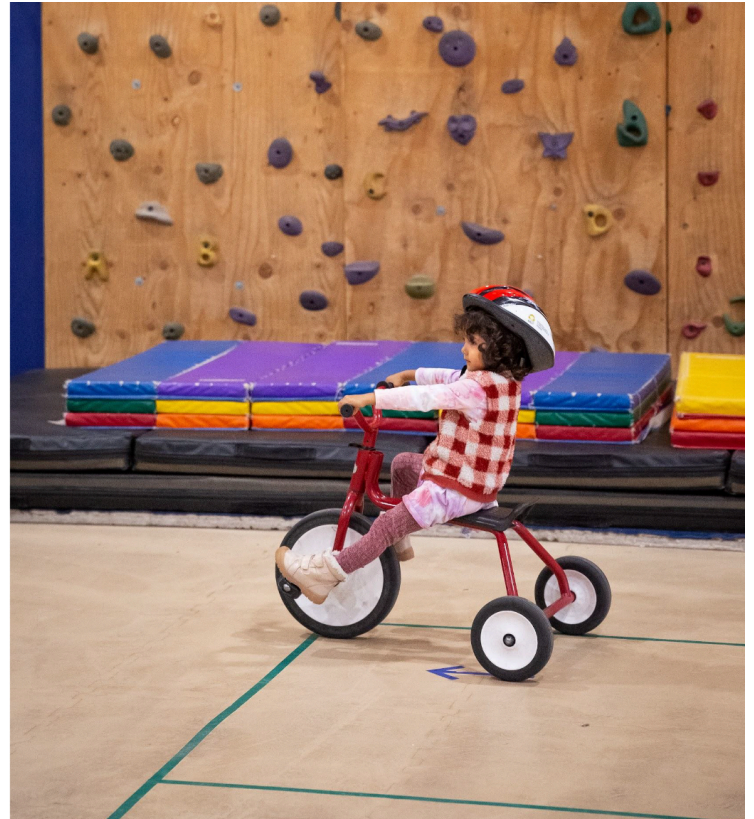


Ms. Lydia Grey-Holifield, Preschool for All Advisory Committee Co-Chair

- Welcome/Introductions

FY 2026 Budget Calendar

- Mid-February: Department budgets due
- March: Program offers posted online
- April: Chair's Budget released
- May: Budget Approval
- Early June: Budget adopted



Jeff Renfro, County Economist at Multnomah County

- There are several new members of the committee, so we're going to start with the basics and then talk about some of the relevant data. We're in this in-between period where I have a mix of some new data and then some data that is a bit stale that we're in the process of updating right now.
- I work in the county's central budget office and the reason we're between stuff right now is because of the budget calendar.
- Right now, all the departments are working on putting together what they think their budget should be for the next year.
- That budget gets submitted to the Chair's Office in mid-February. All of that information will get posted online about a week after the budgets come in. And then in April, the Chair will release her proposed budget.
- Then the process goes to the Board. They approve the budget in May, which is sort of a box checking step that allows us to move on in our public process. And then at some point in June, the board officially adopts the budget for next year.
- All of that is to say that over the course of the next few weeks, a pretty significant amount of information about Preschool for All is going to come out and be public as we're working through this.

Tax Details

- 1.5% tax imposed on taxable income over \$200,000 for joint filers (or \$125,000 for single filers) for Multnomah County residents.
- Add'l 1.5% (for a total of 3%) tax imposed on taxable income over \$400,000 for joint filers (or \$250,000 for single filers) for Multnomah County residents.
- Tax also applies to income derived from sources within Multnomah County for non-residents
- Tax increases by 0.8% on January 1, 2027
- Deduction for Biz Pass-Through Income subject to County BIT.



- The tax is a 1.5% tax that's imposed on taxable income above \$200,000 for joint filers or above \$125,000 for single filers.
- That means if you make less than that amount of money, then you don't pay the tax at all. And then if you make \$126,000, if you're a single filer, that first \$125,000 is not taxed and it's only the bit that's above that threshold, \$1,000 in this example, that gets taxed. There's an additional 1.5% for a total of 3% on taxable income above \$400,000 for joint filers or \$250,000 for single filers.
- The tax applies to income that's derived from sources within Multnomah County, even if you're a nonresident. If you live outside of Multnomah County, but you work or you have some sort of business activity that's generating income in Multnomah County, then that income is subject to the tax. The tax code assumes that there will be an increase of 0.8% starting on January 1st, 2027.
- Originally it was January 1st, 2026, but a few months ago our Board voted to delay that by one year. We'll talk about that a little bit later.

Financial Planning

- 15% Reserve and 10% Contingency
- “Dedicated Saving Strategy”
- Revenue and Expense Forecasting
 - Consulting with State Contacts
- Regular Finance Check-Ins
- Planning for Full Implementation Cycle (not any one year)
 - Informed by County Business Income Tax and Establishment of Library District



- The significant deduction that's in the PFA tax is any income that's already subject to the county's business income tax, which is one of our general fund revenue sources.
- I'm going to introduce a few concepts here, and then I'll show you some data and some graphs that explain more.
- For the program, we have a 15% reserve and a 10% contingency. So that means that we calculate the amount of revenue we expect to collect for the next year, and then we make sure that we have an amount equal to 15% of that set aside and that's a reserve. And then 10% of the revenue we expect is a contingency.
- That doesn't mean that every year we take 15% and 10% of the revenue. What we did in the first year is we established those pots of money. And then as long as we don't use them, we continue to roll them over. So every year we're just taking a little bit more money and then topping each bucket up to get to the 15% or the 10%.
- The difference between a reserve and a contingency is a reserve is budgeted in a way that makes it so that the Board can't spend it. We're sort of locking it away even from ourselves; it's there in case we have an unexpected decline in revenue. The board can't choose to spend it in any different or specific way, but it's money that's there if our revenues come in a lot lower than what we're expecting. It means that we don't have to make quick program cuts mid-year if there's a recession or something like that.
- We budget the 10% contingency so that it's available and the board could vote to spend it on something, or we could use it like we use the reserve and it would be a pot of money there to absorb unexpected losses.
- We are employing what we call a dedicated savings strategy. I'll show you a graph that illustrates this in a second. In the early years of the program, we expect revenues to be higher than expenses as the

program's ramping up. We take that surplus that we generate in the first part of the program and then we spend it later in the implementation when we expect deficits. We expect there to be a point in the future when seats are growing really rapidly, when our expenses are higher than our revenues.

- We're making sure that the revenues and the expenses match over the whole life of the implementation of the program, not in any one year.

PFA Tax Revenue Simulated History



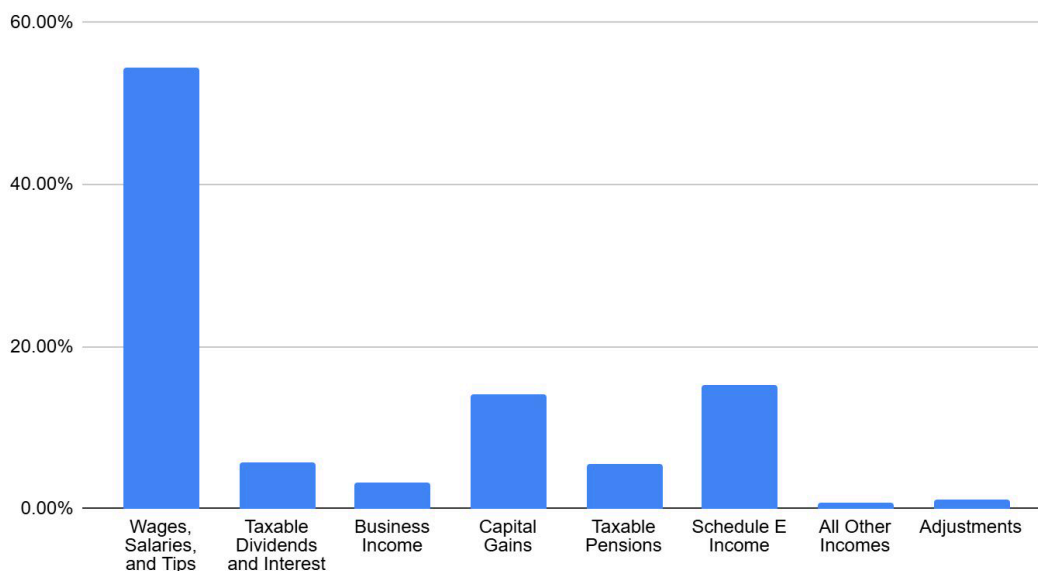
- We're following best practices by doing revenue and expense forecasting. So that means I'm doing a revenue forecast. I'm giving my best guess about what we expect to collect in the current year and in future years.
- And then we're also looking at the drivers of our expenses. I'm giving that to the Preschool for All program team, and they're thinking about the program implementation. So we're modeling all of this out to make sure that we don't get surprised by anything in the future.
- We have a group that meets every other week to just talk through any financial issues that come up. We're highlighting issues for the Chair and the Board, if we think that there's anything that people need to be aware of. And then we're also working through stuff on a regular basis.
- I mentioned this already, but we're planning for the full implementation of the program and not for one specific year.
- Our planning for the Preschool for All fiscal strategies is informed by the way that we manage the volatility of our County business income tax. And then it also matches how we establish the library district where we're thinking about matching revenues and expenses over time.
- A benefit we had when the program started is that this is a brand new tax, but people in Multnomah County have been paying income taxes to the State of Oregon for a long time. Early on, I contacted people at the State Department of Revenue office and asked if could we look at the history of Multnomah County income tax payments and the history of people who live in Multnomah County

who have made income tax payments. This would allow us to look at the people that we think would have been subject to the tax and to figure out what our tax collections would have been like in the past, so we get a sense of how this tax will behave.

- This graph shows that. An important caveat here is that we had to make some assumptions around some of the exemptions. You shouldn't look at the line and say, okay, this year we would have collected exactly this much money. It's more about what the shape of the line looks like over time.
- This fake history tells us that this tax is going to be extremely volatile.
- Volatile is a word that economists use to mean that it's going to change a lot from one year to the next. It's not going to be steady.
- When we look at this - If the tax had existed for the last 20 years, we would have had two years in which the tax declined by more than 40% in one year. And we would have had a year where the tax increased by more than 60% in one year.
- We're trying to plan for a program where we're saying to the people in the community, eventually, if you want a preschool slot, there's going to be one available to you. But we have a revenue source that's going to bounce around all over the place. We really have to do some clever planning.

Higher Income Earners FY22 Tax Collection

TY 2022 Income Breakout for MultCo Returns with \$250K or More AGI

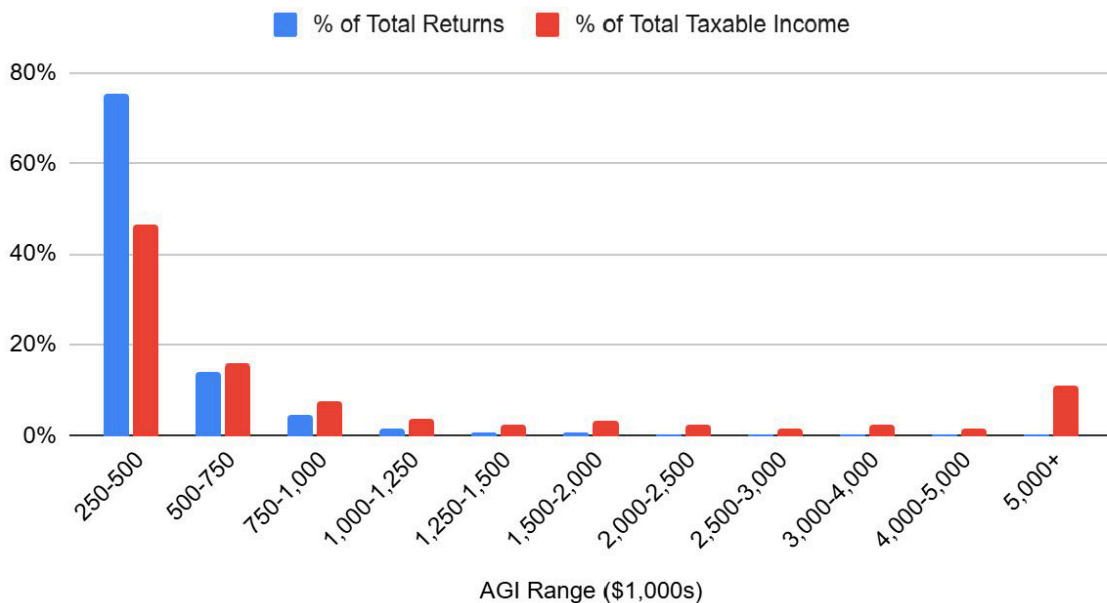


- The tax is going to be really sensitive to what's going on in the economy. If you think about going into a recession where a lot of people are losing their jobs, you're losing income generation and you're losing income that the taxes applied to.
- This is a tax on higher income individuals. Higher income individuals have more varied sources of income. A lot of them aren't just going to work, collecting a paycheck. They're getting pass-through income from their business, or they own stocks, or they own assets that are generating income, like collecting rent.
- This is a breakdown of the income generated by people living in Multnomah County making more than \$250,000 for tax year 2022.

- This data is from the state and this is the most recent year that they have available. The thing to look at here is the bar that's right in the middle, the capital gains bar.
- Over time, we expect people who pay this tax to get about 20% of their income from capital gains. But we know that's going to move around a lot, because that's subject to the stock market and subject to property prices.
- In the first year that we collected the tax, the amount of capital gains income in Oregon almost doubled in one year. Now it's coming back down to normal. That's the normal volatility associated with an income tax. And then because it's higher income people, there's additional volatility that's built into that.
- This is why we have a 15% reserve and a 10% contingency.
- At some point in the future, our revenue for this program could decline by 40%. We need to be actively planning around that. We need to be prepared for that. I can't tell you when exactly the next recession will be, but I can tell you with certainty that there will be another one. We need to make sure that to the extent possible, we're prepared.

PFA Income Concentration

TY 2022 PFA Income Concentration



- Another source of volatility is the concentration of who is paying our tax.
- The numbers on the bottom of the chart are adjusted gross income ranges. The blue bar is the percent of returns we get from people in that income bracket and the red bar is the percent of total taxable income for people in that bracket.
- I'll direct your attention to the far right side of the graph. People making more than \$5 million who live in Multnomah County. It's only about 100 returns. Not even close to 1% of our total number of returns, but they're responsible in the most recent year we have data for about 14% of the total PFA tax revenue.

- The income is concentrated at the higher levels and it's a small number of people. One of those people or 10 of those people could move or they could have a business that had some sort of issue, whether it was extremely successful one year or went out of business one year. If we're reliant on a pretty small number of people, there's all sorts of weird things that could happen to any one of them that would have an impact on our revenues.
- Then on the far left side, in the most recent year, people who make or filers who make between \$250,000 and \$500,000, they're responsible for more than three quarters of the returns we see, but then they're responsible for less than half of the total amount of taxable income.
- What we've seen so far is that the income in the community is really concentrated, and then as a result, our tax payments come disproportionately from a relatively small number of people.
- Because of the intentional timeline of Preschool For All implementation, the program is able to save money in these early years that can be utilized to smooth future revenue amounts.
- When we're reliant on a small number of people, then we need to understand who those people are and what's happening with them.

PFA Stats - First Two Years

	Top 1,000 Filers	
Tax Year 2021 (payment above \$28,464)	2.7% of Returns = 53.9% of Total Revenue	
	11 Missing in Tax Year 2022	602 paid less than 50% of Tax Year 2021 in Tax Year 2022
	Top 708 Filers	
Tax Year 2022 (payment above \$28,464)	2.0% of Returns = 46.1% of Total Revenue	
	88 new filers	379 paid more than 50% of Tax Year 2021 in Tax Year 2022

- We'll have a third year of data on this that we'll be able to share very soon, but for right now, I just have data from the first two years of the tax.
- I get all of the information from the actual Tax returns that people send in. For the first year we said, let's look at our top 1000 filers and see who they are. And then we're going to track them over time.
- In the first year of the tax, to be one of our top 1000 filers, you needed to make a PFA payment that was \$28,464 or more. That corresponded to about 2.7% of the returns and those filers were responsible for 53.9% of the revenue.
- When we looked at those high payers and what happened to them in the second year, we found that 11 of them were missing in the second year and we also found that of those top thousand, 602 of them paid us less than 50% of what they did in the first year. So they paid us significantly less than what they did in the first year.

- In the second year of the tax, everyone who paid us more than \$28,464, that was 708 filers. It was 2% of the returns and 46% of the total revenue. We found that there were 88 new filers who hadn't paid us in the first year. 379 of them were people who paid us more than 50% of what they did in the first year.
- What I take away from this is, and it matches what my counterparts of the state told me to expect, was, at the very highest levels of income, there are people coming in and out of that bracket. There's just a lot of churn.
- If we were thinking about these really high income people, they're generally not people who are going to work, collecting a paycheck as their primary source of income. Imagine someone who owns a building they might sell and make a huge profit on that. Then they have a huge influx of income. Then maybe they don't have any income for the next two years and they disappear from the tax roll.
- We're going to continue to track this data and our high payers over time and flag any issues that we notice.

Candice Vickers, Executive Director at Family Forward

- As a fourth generation Portlander from the Albina community I'm looking at the attrition and I'm thinking about the Arts Tax. What's happening different relative to the collection of the Preschool For All tax relative to the Arts Tax? And is there conversation about really reaching out to these top 1000 filers and making sure that they are making sure that they get access to Preschool for All as well? Considering how much they're paying, like that \$28,000 is what they're likely paying for preschool for their kids. So I'm just curious about the collection methods and the communication methods relative to the cost benefit scenario.

Jeff Renfro, County Economist at Multnomah County

- The City of Portland collects this tax on our behalf, the City already has a revenue division that's set up to do this. It's the city's job to identify people who they believe haven't paid, to send communications to them, and then eventually send them to collections if they still haven't paid.
- One thing that's difficult from looking at the data from the first couple of years of the tax, is that when we first put out this data showing the difference between the first and the second year of the tax, it looked like there was a decline in the number of payers. As we've updated a year later, we've seen a big increase in the number of payers in the second year. Because the tax is new, not everyone knows about it. There's still a lot of public education that need to be done. The city is sending out thousands of letters on our behalf to people identified as potentially needing to still pay the tax.
- Our CFO would tell you that it really takes three or four years for everyone to get used to the tax and for that delinquency and those late payments to come down to a more normal level.

Candice Vickers, Executive Director at Family Forward

- My follow-up question on the collection pieces is what is the relationship between the state legislature and tax collection and is there a way to make sure that we are a member of the Legislative Fiscal Office conversations when it comes to what revenue looks like. I know that we're a county-based situation, but there's also... You know, like Preschool Promise, etc, like there's money that the county is losing out on because we have people engaging in Preschool for All. What is the process for ensuring that that revenue also comes to us for Preschool for All instead of just saying

we're leaving it on the table because of Preschool Promise?

Brooke Chilton Timmons, Strategy & Communications Manager, Preschool & Early Learning Division

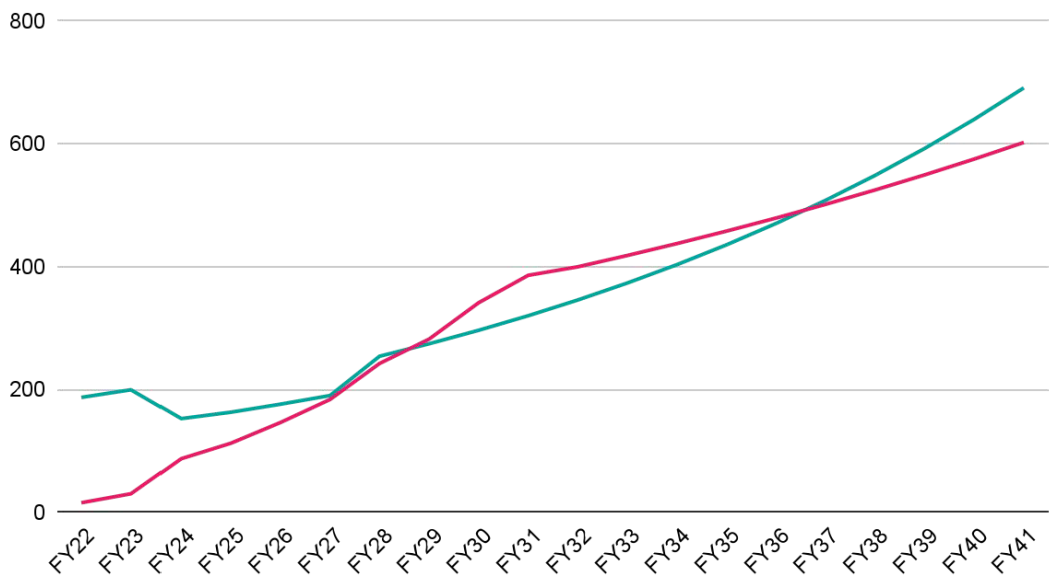
- For folks who may be less familiar with Preschool Promise, Preschool Promise is a state funded preschool program. Providers apply through the Department of Early Learning and Care at the State for Preschool Promise seats. Providers in Multnomah County can participate in both Preschool Promise and Preschool for All.
- Candice is referring to some providers who are questioning, do I continue participating in Preschool Promise when I have an opportunity with Preschool for All?
- Our message is, of course, we would love for you to continue participating in Preschool Promise. We try to make that alignment as easy as possible for providers participating in both. We also continue to have systems level discussions with the Department of Early Learning and Care about how we make sure these programs work together in Multnomah County and that Multnomah County residents, who are also state taxpayers, receive an equitable share of Preschool Promise seats in our community.

Leslee Barnes, Director, Preschool & Early Learning Division

- Our ultimate goal is system alignment. One of the main differences with Preschool Promise and PFA is that Preschool Promise has income-based eligibility. We are also building a system that includes supports that are not included in Preschool Promise.
- We are making sure that we're having those conversations with the State to align so we don't lose preschool investments in the County. We do have a complex implementation for PFA and we have the most diverse providers. Multnomah County is a complex place. And so we are having those conversations to talk about system alignment.

PFA Revenue & Expenditures

— Anticipated Revenue — Anticipated Expenditures



Revenues and Expenses are matched over the full implementation of the program.

Earlier surpluses are saved to offset expected future deficits.

Jeff Renfro, County Economist at Multnomah County

- This is getting into where we put all the pieces of the planning together. This graph, the blue turquoise line is our anticipated revenue for each year and the pink line is our anticipated expenses.
- When I talk about our dedicated savings strategy, I'm going to point you to two sort-of triangle shapes here. On the left side, that blue line is above the pink line. That means we think we're going to have a surplus, our revenues are higher than our expenses. Then when you look in the middle of the graph as the seat growth really ramps up, as we get to full universality, our expenses grow faster than our revenue to the point where we expect our expenses in a few years to be higher than our revenue. So we'll be running a deficit.
- The idea behind dedicated savings is that we will take that surplus that we generate on the left side, save it, and then spend it down that period in the middle of the graph when we expect to have deficits.

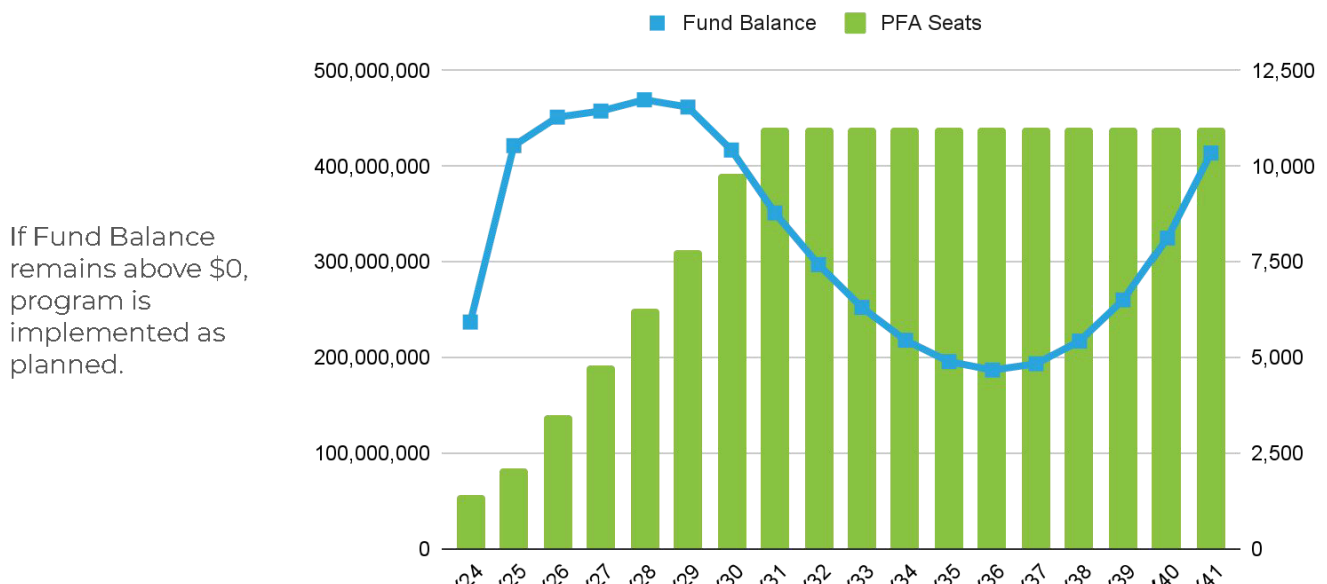
Candice Vickers, Executive Director at Family Forward

- So when I see that green line supersede the red line, that's directly related to the desire to or the decision to pause on the collection of revenue?

Jeff Renfro, County Economist at Multnomah County

- In the early years of the graph, the reason the blue line is higher than the pink is just that the number of seats have to ramp up and the number of seats is the primary driver of the expenses of the program. So when we fully implement the tax, but the seats are still growing, we have more revenue than we're spending in a year.
- The place where the delay and the increase in the tax comes in, if you look at fiscal year 2027 versus fiscal year 2028, if we hadn't delayed the tax in 2027, the blue line would be a little bit higher than the pink line. It would mean that we'd have another year where we were generating a more significant surplus. That's the only implication of that, at least for the purposes of this graph.
- Dedicated savings is saving the surplus and spending it during the deficit years, so that we can fully implement the program.

PFA Fund Balance & Seats Funded



- This is where we'll really talk about how the decision to delay the tax increase was made.
- The green bars in the back are the assumptions about the number of Preschool for All seats that we'll provide in each of those fiscal years. The blue line is what we anticipate our fund balance to be. The fund balance is how much revenue we saved during those surplus years. We keep rolling it over until we get to the point where we need to spend it down during those deficit years.
- The way to read this graph is as long as that blue line stays above zero we're able to fully implement the program as planned and still have the money to do that.
- If the blue line dipped below zero, it would mean during those deficit years, we'd run out of savings and we'd have to make changes to the program.
- When the board was making their decision about whether or not to delay the tax increase by a year, this is what they were looking at. The graph I'm showing you right now incorporates the delay in the tax increase.
- The version of the graph that didn't have the delay, showed us bottoming out with a fund balance of \$300 million. We felt that we could delay the tax increase by a year and still be confident that we could fully implement the program.

Candice Vickers, Executive Director at Family Forward

- What is the impact on providers and their ability to continue to meet many of the Preschool for All like goals with regard to professional development, learning, increased licensure when we look at this graph?

Jeff Renfro, County Economist at Multnomah County

- I'll let Brooke and Leslee jump in to say more if they want to but all of the stuff around professional development, all of the support pieces of the program that help us implement, that's all incorporated into our financial planning. The whole vision of the program with all of the support pieces is there.
- So when I say that we could fully implement the program as planned, it means it's the version of the program that you all have been talking about with all of those support pieces.

Leslee Barnes, Director, Preschool & Early Learning Division

- This is with no changes to our plan. Now, if we're in the negative, that's when we talk about not being able to implement it in the way that you all see today.

Brooke Chilton Timmons, Strategy & Communications Manager, Preschool & Early Learning Division

- Just to reiterate all of that, we have never been asked to not fully plan out the program as it was envisioned in the Preschool for All plan and to include all of those thoughtful pieces and the holistic pieces. That is all reflected in the modeling here.

Candice Vickers, Executive Director at Family Forward

- Right, Brooke. And I completely get that. I guess my wondering is like, this is, you know, a model that assumes that in all honesty, we're not going to get to 85% coverage. For real, right? Like by 2030.

Leslee Barnes, Director, Preschool & Early Learning Division

- This shows us not cutting anything and meeting our goals. It shows the cost of full implementation.

Jeff Renfro, County Economist at Multnomah County

- I think what you're referring to is when the board was voting on the delay, there were other scenarios that we modeled out. We looked at never raising the tax and that showed the blue line going way below zero.
- There are definitely ways that we can break the model and have bad outcomes here that we're putting out into the public so people are aware of them.

PFA Technical Advisory Group (TAG)

- In Tax Code - Advise MultCo Board on Potential Changes
 - Recruitment
 - Stakeholder Outreach
 - Findings/Transparency
- Technical Work
 - Likely creation of scenarios
- Report Out to Board and Public
 - Recommendations delivered Summer 2026 (target)



- Another piece that you're going to hear about more is the tax code also directs the Chair to assemble a technical advisory group. The TAG will meet to go over the implementation of the program, specifically the revenue piece, and to advise the Board on anything that they need to be aware of for the long-term health of the program.
- We're in the process of designing the TAG right now. We're in the recruitment process. It's going to be people with a background on the numbers side of things and experience with income tax issues. The work of that group is going to be informed by stakeholder outreach.
- Before any of the technical stuff happens, we're going to have people interviewing a wide variety of stakeholders to tell the technical group about some of the issues that they should be considering.
- One of the goals for this group is to be completely transparent and make sure that the recommendations they're making are credible. We're being told so far that these will be public meetings. All of our work will be done in a way that people can observe.
- I don't want to presuppose the outcomes of the process, but I think it is unlikely that this group will come to any one conclusion that they'll be able to advise the Board on. I think the group will likely put forward a series of recommendations that give the Board a sense of where the different policy levers are. At the end of the process, there'll be a report out to our Board and the public. Our current goal for delivering recommendations is the summer of 2026.

PFA Evaluation Overview

January 2025

Our Plan

1. Background info:
 - a. Different evaluation types
 - b. Our PFA evaluation approaches
2. Overview of the Implementation Science Framework
3. Key implementation learnings so far
4. Transition to Xia to share about our Decline Study



Janice Cole, Research & Evaluation Analyst Sr., Preschool & Early Learning Division

- I am here to talk about the preschool evaluation at a really high level bird's eye view. Then I'm going to pass it to Xia to talk about one of our recent projects, hearing about family experiences around receiving placement offers and what they decided.
- I'm going to talk about different types of evaluation and why you might use them. And then I'm going to share specifically about what Preschool for All is doing and planning to use.
- Then we'll look at an overview of the framework that we have for our current phase of Preschool for All's evaluation, which is based on implementation science. And in the spirit of that implementation science framework, I'll share some key learnings that we have about our implementation specifically so far.

Major Evaluation Types

Formative	Process	Summative
Is the strategy producing the intended outputs?	Are strategies being implemented as intended?	Did the strategy achieve the desired outcomes? <i>“What’s the impact?”</i>

- There are quite a few different types of evaluation. I put the three major ones here: formative evaluation, process evaluation, and summative evaluation.
- For me, when I'm trying to make sense of the different types I prefer to think about them in terms of the question that they're designed to answer.
- When you're thinking about a formative evaluation, that's really meant to answer the question, is your strategy producing the intended outputs?
- When you're thinking about a process evaluation, you're thinking about whether or not the strategies are being implemented as they were intended.
- And when you're thinking about a summative evaluation, it's did the strategy achieve the desired outcomes?
- A lot of times folks default to summative evaluations. They want to know the impact. And there are types of evaluation that lead to and support the process of a summative evaluation.
- So a good evaluation design, in my humble opinion, is going to be using multiple evaluation types and approaches as a program grows and changes over time.
- For Preschool for All, we're using all three of these evaluation types, but we're not doing all three at the same time.



Why do we have evaluation?

- Improves implementation quality
- Centers equity and adds accountability
- Assesses impact (down the road)

Research based accountability supports rapid cycles of inquiry and continuous improvement practices

- Sometimes folks will ask, why are you doing evaluation? Research and data has a legacy of harm. It's particularly been harmful for Communities of Color, so sometimes the question is like, why are we still using this? Why do we still do this?
- I think the first step of that is acknowledging, yes, harm did and continues to happen. And there are also strategies and approaches that you can take in evaluation so that your evaluation is a tool for empowerment as opposed to a means of control.
- So for Preschool for All, why do we have evaluation? It really boils down to these three things. It improves our implementation quality. It centers equity and adds accountability. And down the road, it's going to help us assess impact.
- And what I really want to highlight here is that accountability piece. I have seen lots of evaluations that talk about accountability, but really what they're talking about is monitoring communities and community-based organizations, which, in my opinion, is not accountability. That's power and control.
- When I talk about research-based accountability, what I mean is accountability for the Preschool & Early Learning Division to implement Preschool for All as it was intended, with the values and priorities that the community put forth that shaped this work.
- It's accountability for us. To ensure that we're creating a system that is equitably serving and uplifting families and providers so that everybody can have access to free, joyful preschool.
- When I think about research accountability, the other thing that I think about is that it supports two terms that might be familiar to folks. The first is rapid cycles of inquiry and then the second is basically that same idea in a different word, which is continuous improvement practices.

Continuous Improvement

Course adjustments along the way



- For those of you who work in education, this Plan, Act, Study, Do framework might look really familiar. I used to be an evaluator at Portland Public Schools and this was the continuous improvement framework that we often used. Continuous improvement is about course adjustments along the way. It's a formative evaluation strategy.

About Implementation Science

There is often a gap between a promising “intervention” and successful implementation (the gap between what we know and what we do)

Implementation Science is a framework that helps identify what the barriers are that contribute to this gap

Ultimately, this helps translate evidence into policy and programs

- How many folks have read an evaluation impact study, only to see that the findings are that the program works kind of, but it really matters how well it is implemented?
- Does that sound familiar to people? The other thing that we see a lot, which is worse, is you'll be in an organization who's paid an external contractor to conduct a five-year impact evaluation, and they come back at the end of it and they say they can't definitively say anything because the data approaches were never updated to reflect the fact that a program evolved.
- This is why I really gravitate toward implementation science as a framework. So I'm going to tell you a

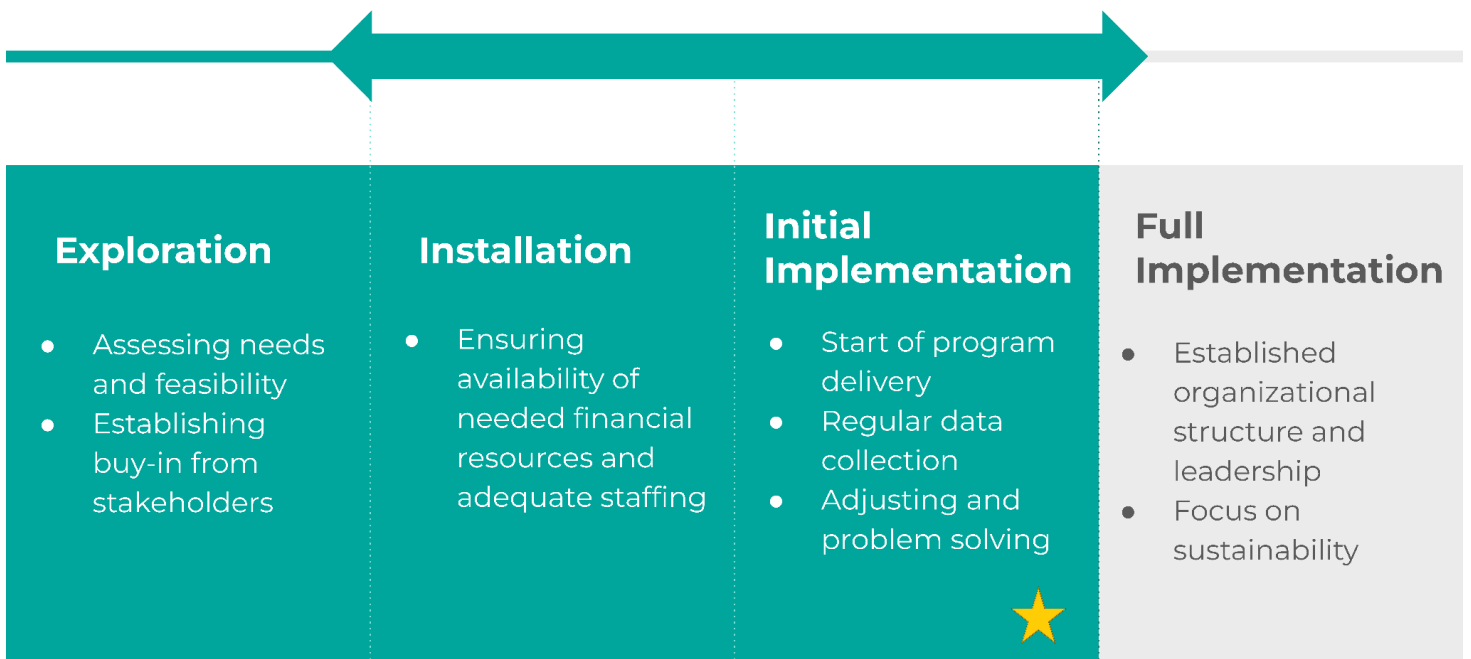
little bit about it.

- Implementation science is acknowledging that there's a gap between an intervention which is, to me, any set of strategies or activities that's really promising and then successful implementation. It's the gap between what we know and then what we do.
- The implementation science framework helps identify what the barriers are that contribute to that gap. Then we can translate policy and programs into successful implementation that uses evidence.

*"Implementation science illuminates **what** is happening, **how** it is happening, **who** is making it happen, **why** a program achieves the outcomes that it does, and for whom it works best" — Hsueh et al. (2020)*

- So implementation science illuminates what is happening, how it's happening, who is making it happen, why a program achieves the outcomes that it does, and for whom it works best.

The Implementation Science Approach



- There are four phases for the implementation science approach: exploration, installation, initial implementation, and full implementation. That gold star is where we are in Preschool for All, which is an initial implementation.
- I often have to remind myself and my team that though this work is intense and changes all the time, this is only our third year and we are only halfway into our third year of implementation. This means we are still quite new as a program and learning all the time.
- A couple of things that I'm going to highlight here. First of all, movement across these stages is not necessarily linear. You'll see those double arrows meaning that you might go from exploration to installation to initial implementation and then realize through the evidence that you actually need to take a couple steps back and look at resources, look at staffing, get more buy-in from key partners, and then proceed forward.
- The other thing we know from research about implementation science is that it can take up to about four years to reach that full implementation stage and finalize a program that's evidence-based, reliable, and sustainable.
- Sustainability is so key, especially for Preschool for All, as we think about how we grow and what we're implementing in these early stages. We have not had this program for four years and we are not at full implementation. I really want to highlight that piece and remind folks that we won't fully implement or scale until 2030.
- As we think about timelines and the evaluation, we're not at a fully implemented program that we can study through an impact evaluation.
- Our external evaluation partners are at the Center on the Ecology of Early Development at Boston University and that work is led by Dr. Stephanie Curenton. One of the things that she often says is how she doesn't like to evaluate a program until it's proud. And that really sticks with me when I think about when we shift to a different evaluation type.
- The other thing I think implementation science helps is that it makes it okay to learn and make mistakes and do that continuous improvement process. It's okay that this is new and we're all doing it for the first time. Evaluation is a tool to understand what's happening and changes that need to be made.

Candice Vickers, Executive Director at Family Forward

- Is there a way for us to celebrate the level of full inclusion that Preschool for All has created for three and four year olds that has not been created in the child care, daycare, or public education space? Is there a way as we're doing assessment that we can see the true outcomes for kids when they are existing in that full inclusion space?
- How do we look at the benefit of all of these kids with special needs at that three and four year old level going into kindergarten, going into first grade, already having some of the basic skills and connections and IFSP (Individualized Family Service Plan) to IEP (Individualized Education Plan) Case managers. In the same way you're talking about benefits from all those other areas, is there a way to look at the benefits of our full inclusion model and to really highlight those benefits explicitly as we're looking at the evaluation tools that we're using for Preschool for All?
- I think many parents of neurotypical and general education kids are worried about neurodivergent and non-typically developing peers being in the classroom with their kids and then that being a problem, right? Like my kid is not going to be as successful if they have to be around these. I want us

to be able to be the organization, the program, the system that pulls the rug out from under that and says, actually, if your kindergartner is in a classroom with a very diverse group and it's a 50/50 relative to divergent versus neurodivergent and those neurodivergent kids were in a Preschool for All classroom your kid is more likely to score higher on the SAT is more likely to do better when it comes to making friends, is more likely to learn. I would love for us to see those initial implementation markers as moments for us to say that the data is showing us that these kiddos at that three and four level are outperforming their three and four year old peers who didn't have access.

Janice Cole, Research & Evaluation Analyst Sr., Preschool & Early Learning Division

- I wholeheartedly agree. And I think it's both. Brooke often hears me talk about how there's such a deep connection between evaluation and communication. A lot of evaluation challenges are also communication challenges.
- I think this is an area where it's a both/and situation. It's what data do we have to offer, which includes leaning on all of the research that's already been done that has proven this, and making that available for folks so that we're not collecting data about something that we already know to be true. We also can and should be collecting more data specific to families whose children have developmental delays and disabilities and their experiences, both our strengths and our opportunities.
- I have some data that we'll talk about centering around challenges to full inclusion that we've experienced and there are also some amazing wins in there, even from just the point of just families being able to access preschool when their child has a developmental delay and disability. We know there is so much evidence about families who are either unable to access preschool or whose child is kicked out of preschool explicitly or implicitly because of their needs and they have to quit work.

Leslee Barnes, Director, Preschool & Early Learning Division

- I want to add a little tidbit here to your idea of celebration. I think to your point, Candice, yes, we should share the individual anecdotes to help tell our story more. We are thinking about ways and working on ways to tell these stories.

Alice Schmidt, Inclusion Specialist at Child's Work Learning Center (PFA Pilot Site)

- I want to add I am very lucky to be in a position where I get to interact with the kids in the classrooms and the families, specifically the families of neurodivergent children. Seeing them in the classroom, it's so clear that it is good for the kids. The only thing that's a challenge is the grown-up perceptions. When the kids are in the classrooms, they are so supportive of each other. Their classmates stand up for them and advocate for them and share, hey that's our friend.
- I'm curious if there could be some kind of newsletter, it doesn't have to be data oriented, to show families how it's happening in the classrooms. It would be great to see these things from the kids perspective.



Janice Cole, Research & Evaluation Analyst Sr., Preschool & Early Learning Division

- We have designed an evaluation that grows right alongside Preschool for All. The idea is to utilize implementation science and continuous improvement frameworks to design an evaluation that is nimble enough to account for all the learning that takes place early on in a program’s implementation. This helps set us up for success when it comes time to evaluate impact. We will start that impact evaluation work around Year 5, with the goal that by 2030, we will have some initial learnings and takeaways.

**Year 5 (approx):
Start Impact
Evaluation**

External evaluation partner:
Center on the Ecology of
Early Development (CEED)
at Boston University

Focus is on Community
Level Impacts

*“How is Preschool for All
changing the landscape
of the local community
when it comes to early
learning and care?”*

- We often get questions about when we will start reporting child-based outcomes, child academic outcomes in particular? When does the outcome piece start? When does the impact piece start?
- Bringing us back to that implementation science framework, year five is the approximate time when we would start our impact evaluation. And for our impact evaluation, we have an external evaluation partnership with the Center on the Ecology of Early Development (CEED) at Boston University. They have worked with us for several years now and do external evaluation work alongside our internal evaluation work.
- Around that fifth year is when CEED will shift from supporting our implementation evaluation and testing all of our data instruments to conducting an external impact evaluation for us. What we've determined in conversations with our community members, with members of the evaluation advisory committee, with families, with educators, is that they're going to focus on community level impacts for the evaluation. The question that they will focus on is: how is Preschool for All changing the landscape of the local community when it comes to early learning and care? That will include things like: did we improve access to early learning opportunities for young children in Multnomah County, particularly across our priority populations? Where are there early learning deserts? Are we meeting the actual need? Did we reach universal preschool? How has Preschool for All impacted the workforce? They're interested in quality of life factors like education, income, and work related stress.
- In the meantime, we will continue all of our internal evaluation efforts. The work with CEED will include K-12 data, they've already started talking to districts about data sharing agreements. And they are identifying families that they'll follow after they leave Preschool for All and working on surveys to understand their experience.

Do you get really excited about this stuff?

Let's be friends! I would love more thought partners.

janice.cole@multco.us



Janice, title

- And the last thing I'm going to say is, if you get super excited about this stuff like I do, I would love

your thought partnership. I would love to be able to bounce ideas off with you.

- My email is in there. You're also always welcome to reach out to Brooke with any questions. If I didn't address something and you want to know, I am very happy to spend time with you.
- Thank you so much, everybody.

Updates

- Fiscal Year 2026 budget process
- 2025-26 seat goal
- Next steps in preparation for new sites in September
- Community engagement procurement for TAG
- Audit of Preschool for All by Multnomah County's Auditor's Office



Brooke Chilton Timmons, Strategy & Communications Manager, Preschool & Early Learning Division

- Based on the time remaining in our meeting tonight, we are going to delay the decline project presentation until March. I want to make sure that we don't rush through that information.
- I will offer some quick program updates before we close. As Jeff shared, we are in the midst of the department stage of developing the budget.
- Folks may have seen when Jeff presented that first slide, there's three different parts to the budget. The first is the department submitted budget. After that comes the Chair's budget. And then finally, there's the approved budget. After the Chair releases her budget, the Board spends many hours hearing details about each department's programs and budgets. That final budget approval happens in June.
- We're in this first stage where we've submitted our priorities and recommendations for the budget, which will be released to the public on February 21. We'll share all of that information with you all so you can dig into the details.
- One of the primary things driving our budget planning and our plans in general for next year is our seat goals. We have a goal of 3000 seats for 25-26. We are right now in an in-between stage with providers. We have allocated seats and we have an upcoming important deadline around facility readiness and insurance requirements. In order to be included in the family application and to finalize their contract for the 25-26 year, we need to know that the preschool is going to be ready for families applying for Preschool for All. We only move forward with sites that are ready.
- We expect to exceed our seat goal for the year and we're excited about that.

Candice Vickers, Executive Director at Family Forward

- So as we're asking people to sign up for something, as we're asking them to put their names on something in this current political climate, especially when we're thinking about friend, family, and neighbor and monolingual Spanish speaking providers, what efforts are we making in order to make sure folks feel safe signing their name? Because that carries the biggest fear. And I know that I heard from another Preschool for All Advisory Committee member about getting this on the Oregon Registry Online.

Brooke Chilton Timmons, Strategy & Communications Manager, Preschool & Early Learning Division

- It's a conversation we've been having a lot particularly right now to better understand how to support providers and families.
- Right now, we're really in that information gathering stage to understand what resources already exist. How can we best communicate those to providers so that they have information? And how they can think about keeping families safe, but they can also think about their own rights in this really difficult situation that's happening.

Candice Vickers, Executive Director at Family Forward

- Exactly. Yes, Brooke. And I think training for licensure specialists who are going out, who are seen often as like licensure officers, right? Seeing them as partners in this work. Like thinking about all of those people who have the first touch with those folks and making sure that they know the tentativeness of the current situation and making sure folks know that they're safe and applying, I think it's going to be really important.

Brooke Chilton Timmons, Strategy & Communications Manager, Preschool & Early Learning Division

- And if folks are interested, the National Association for the Education of Young Children has worked with CLASP (center for law and social policy) to put together a really helpful policy guide for early learning programs.
- I appreciate you raising that, Candice. We want to ensure that providers feel like they have access to the right information and that they have access to us if they have questions.
- Jeff mentioned the Technical Advisory Group (TAG). We are working to identify an organization that will support the community engagement process and guide the work of the TAG. That community engagement procurement will be released next month to ensure that we're having the opportunity to hear from folks before the more technical part of the work moves forward.
- And then especially for new members, we wanted to make sure that folks were aware that the County Auditor's office has wrapped up their fieldwork for their audit of Preschool for All. This was a planned audit based on visibility of the program and interest from their community advisors about which programs to audit. They are writing the report now. Then they will verify their findings and will release a draft report for us to review. As soon as we have more information, we will share it with you all.
- And with that, I just have one last reminder for the group. These meetings are filled with a lot of information. If you walk away and you're thinking, wait, tell me again, or I want to know more about this: I'm here. Janice is here. We're happy to connect with you all if you have additional things that

you want to know

- Ms. Lydia, will you please close us out?

Lydia Gray-Holifield, co-chair

- Of course, it would be my pleasure. So again, welcome everyone that's new.
- This was a really great, robust conversation tonight and we thank everybody for being here. We know that it's late. We appreciate your time.