

**Virginia Preschool Initiative Subgroup**  
**January 8, 2015**

Thursday, January 8 at 2pm

Lt Governor's Conference Room, Oliver Hill Building, 102 Governor Street, Richmond 23218

Via conference call 866-842-5779 with pass code 4399398107

- I. Welcome and Introductions
- II. General Assembly Updates (Emily Griffey)
- III. Review of VPI+ Federal Expansion Grant (VDOE)
- IV. Review Fall 2014 division level data and trends (VDOE)
- V. Discussion on focus areas for VPI Subgroup- previous recommendations and brainstorming (increase participation; utilize full allocation; formula challenges- per pupil & match)

*Upcoming Meetings:*

*January 15, 2015 in the Patrick Henry Building, 1111 East Broad Street Richmond, VA 23219*

*2pm: Meeting of the School Readiness Workgroup (includes our subgroup, along with the Access and Quality of Child Care and PreK Subgroup, and the Early Elementary Subgroup)*

*3pm: Meeting of the Full Council*

*Revised: December, 2014*

## **Explanation of the 2014-2016 Funding Formula for the Virginia Preschool Initiative**

Virginia Preschool Initiative funding for each biennium is based on projected Kindergarten enrollment, the number of four-year-olds served by Head Start, a division's free lunch eligibility percentage, and composite index. These factors are updated in the formula each biennium.

To calculate funding for each division:

1. The projected Kindergarten enrollment is calculated based on September 30 fall membership adjusted for the division-level projected enrollment growth in the first year of the biennium.
2. The projected Kindergarten enrollment is multiplied by the division's free lunch eligibility percentage as an estimate of the total number of at-risk four-year olds in the division.
3. The number of four-year-olds in the locality served by Head Start is deducted from the total number of at-risk four-year-olds as an estimate of the number of unserved at-risk four-year-old children.
4. The number of children eligible for funding in each division is multiplied by \$6,000 to calculate the total program cost for each division.
5. To calculate the state share of funding for each division, the total cost is multiplied by one minus the division's composite index. To calculate the local share of funding for each division, the total cost is multiplied by the division's composite index. (The composite index is computed for each locality and determines the state and local share [i.e., proportion] of program costs based on local ability-to-pay.)
6. In determining the state and local shares of funding, the composite index of local ability-to-pay is capped at 0.5000.

For each fiscal year, final participation in the program is determined based on the number of students actually served (capped at the number of funded student slots allocated per division) as indicated in the Fall Verification Report submitted by each division in October of each fiscal year.

**Virginia Department of Education**  
Virginia Preschool Initiative  
Fall State Report (Actual School Year 2014-2015)

**Participation Summary**

<b>121 (89%) School Divisions Eligible And Participating</b>			
<b>56 (46%) Using 100% of Available VPI Slots:</b>			
Amelia County	Danville City	Lynchburg City	Pulaski County
Amherst County	Dickenson County	Martinsville City	Rappahannock County
Arlington County	Falls Church City	Montgomery County	Roanoke County
Augusta County	Floyd County	Nelson County	Rockingham County
Bedford County	Fluvanna County	Newport News City	Russell County
Bland County	Franklin City	Norfolk City	Scott County
Brunswick County	Franklin County	Norton City	Smyth County
Buckingham County	Giles County	Page County	Southampton County
Buena Vista City	Grayson County	Patrick County	Suffolk City
Campbell County	Greene County	Petersburg City	Surry County
Carroll County	Halifax County	Pittsylvania County	Waynesboro City
Charles City County	Hampton City	Portsmouth City	Westmoreland County
Clarke County	Highland County	Powhatan County	Wise County
Cumberland County	Lancaster County	Prince Edward County	Wythe County
<b>25 (21%) Using 76% to 99% of Available VPI Slots:</b>			
Albemarle County	Covington City	Isle Of Wight County	Richmond County
Alexandria City	Culpeper County	James City County	Roanoke City
Appomattox County	Essex County	King And Queen County	Tazewell County
Botetourt County	Greensville County	Lunenburg County	Washington County
Buchanan County	Harrisonburg City	Mecklenburg County	
Charlotte County	Henry County	Nottoway County	
Charlottesville City	Hopewell City	Orange County	
<b>24 (20%) Using 50% to 75% of Available VPI Slots:</b>			
Accomack County	Fairfax County	Louisa County	Richmond City
Alleghany County	Fredericksburg City	Madison County	Rockbridge County
Bristol City	Galax City	Northampton County	Shenandoah County
Caroline County	Gloucester County	Northumberland County	Staunton City
Chesapeake City	Hanover County	Prince George County	Virginia Beach City
Emporia	King William County	Radford City	Williamsburg-James City County
<b>16 (13%) Using 49% or Less Available VPI Slots:</b>			
Chesterfield County	Henrico County	Manassas Park City	Stafford County
Colonial Heights City	King George County	Poquoson City	Warren County
Dinwiddie County	Loudoun County	Prince William County	Winchester City
Fauquier County	Manassas City	Spotsylvania County	York County
<b>11 (8%) School Divisions Eligible But Not Participating</b>			
Colonial Beach	Frederick County	Mathews County	Salem City
Craig County	Goochland County	Middlesex County	West Point
Fairfax City	Lee County	New Kent County	
<b>3 (3%) School Divisions Not Eligible For Funding</b>			
Bath County	Lexington City	Sussex County	

**Virginia Department of Education**  
Virginia Preschool Initiative  
Fall State Report (Actual School Year 2014-2015)

Budget Report										
School Division	School Or Center Types	Student Slots					Funds Allocated (Projected)		Funds Utilized (Actual)	
		Available	Full Time	Half Time	Unfilled	Wait List	State Share	Local Match	State Share	Local Match
<b>Total</b>		25,746	17,552	685	7,851	3844	\$68,849,628	\$39,450,372	\$68,246,686	\$39,120,315
Accomack County	Public	215	119	0	96	16	\$452,439	\$249,561	\$460,173	\$253,827
Albemarle County	Public, Private Non-Profit	175	132	2	42	55	\$420,000	\$420,000	\$399,000	\$399,000
Alexandria City	Public, Private Non-Profit	523	414	0	109	12	\$1,242,000	\$1,242,000	\$1,242,000	\$1,242,000
Alleghany County	Private Non-Profit	55	39	0	16	0	\$204,579	\$65,421	\$177,302	\$56,698
Amelia County	Public	20	20	0	0	9	\$80,292	\$39,708	\$80,292	\$39,708
Amherst County	Public	88	88	0	0	19	\$365,429	\$162,571	\$365,429	\$162,571
Appomattox County	Public	56	52	0	4	0	\$224,208	\$99,792	\$215,904	\$96,096
Arlington County	Public	505	505	0	0	50	\$1,515,000	\$1,515,000	\$1,515,000	\$1,515,000
Augusta County	Public	163	163	0	0	72	\$631,299	\$346,701	\$631,299	\$346,701
Bath County		0			0					
Bedford County	Public	106	106	0	0	56	\$436,805	\$199,195	\$436,805	\$199,195
Bland County	Public	4	4	0	0	0	\$16,190	\$7,810	\$16,190	\$7,810
Botetourt County	Public	37	30	0	7	4	\$113,040	\$66,960	\$113,040	\$66,960
Bristol City	Public	85	48	0	37	5	\$199,152	\$88,848	\$199,152	\$88,848
Brunswick County	Public	53	53	0	0	6	\$223,077	\$94,923	\$223,077	\$94,923
Buchanan County	Public	62	58	0	4	0	\$239,122	\$132,878	\$223,694	\$124,306
Buckingham County	Public	81	81	0	0	2	\$323,336	\$162,664	\$323,336	\$162,664
Buena Vista City	Public	4	4	0	0	4	\$19,786	\$4,214	\$19,786	\$4,214
Campbell County	Public	188	188	0	0	66	\$816,672	\$311,328	\$816,672	\$311,328
Caroline County	Public	97	54	0	43	26	\$217,987	\$106,013	\$217,987	\$106,013
Carroll County	Public	107	107	0	0	19	\$468,917	\$173,083	\$468,917	\$173,083
Charles City County	Public	14	14	0	0	5	\$46,771	\$37,229	\$46,771	\$37,229
Charlotte County	Public	54	46	0	8	0	\$242,838	\$81,162	\$206,862	\$69,138
Charlottesville City	Public	196	165	0	31	6	\$480,000	\$480,000	\$495,000	\$495,000
Chesapeake City	Private Non-Profit	601	304	0	297	129	\$1,165,536	\$658,464	\$1,165,536	\$658,464
Chesterfield County	Public	908	112	0	796	221	\$437,069	\$234,931	\$437,069	\$234,931
Clarke County	Public	9	9	0	0	2	\$27,000	\$27,000	\$27,000	\$27,000
Colonial Beach		5			5					
Colonial Heights City	Public	64	18	0	46	26	\$61,312	\$46,688	\$61,312	\$46,688
Covington City	Public	38	36	0	2	7	\$155,131	\$60,869	\$155,131	\$60,869
Craig County		6			6					
Culpeper County	Public	131	122	0	9	0	\$515,223	\$270,777	\$479,826	\$252,174
Cumberland County	Public	49	49	0	0	0	\$212,239	\$81,761	\$212,239	\$81,761
Danville City	Public	253	253	0	0	7	\$1,115,882	\$402,118	\$1,115,882	\$402,118
Dickenson County	Public	43	43	0	0	0	\$188,056	\$69,944	\$188,056	\$69,944
Dinwiddie County	Public	88	36	0	52	6	\$153,749	\$62,251	\$153,749	\$62,251
Emporia	Public	52	37	0	15	0	\$234,156	\$77,844	\$166,611	\$55,389
Essex County	Public	44	36	0	8	20	\$129,103	\$86,897	\$129,103	\$86,897
Fairfax City		51			51					
Fairfax County	Public, Private For Profit, Private Non-Profit	2,622	1,584	0	1,038	96	\$4,782,000	\$4,782,000	\$4,752,000	\$4,752,000

**Virginia Department of Education**  
Virginia Preschool Initiative  
Fall State Report (Actual School Year 2014-2015)

Budget Report										
School Division	School Or Center Types	Student Slots					Funds Allocated (Projected)		Funds Utilized (Actual)	
		Available	Full Time	Half Time	Unfilled	Wait List	State Share	Local Match	State Share	Local Match
Falls Church City	Public	11	11	0	0	0	\$33,000	\$33,000	\$33,000	\$33,000
Fauquier County	Private Non-Profit	49	18	0	31	0	\$54,000	\$54,000	\$54,000	\$54,000
Floyd County	Public	39	39	0	0	5	\$152,802	\$81,198	\$152,802	\$81,198
Fluvanna County	Public	45	45	0	0	15	\$166,428	\$103,572	\$166,428	\$103,572
Franklin City	Public	60	60	0	0	2	\$252,792	\$107,208	\$252,792	\$107,208
Franklin County	Public	200	200	0	0	15	\$703,440	\$496,560	\$703,440	\$496,560
Frederick County		203			203					
Fredericksburg City	Public	86	54	0	32	6	\$162,000	\$162,000	\$162,000	\$162,000
Galax City	Public	54	28	0	26	1	\$122,002	\$45,998	\$122,002	\$45,998
Giles County	Public	23	23	0	0	5	\$98,435	\$39,565	\$98,435	\$39,565
Gloucester County	Public	59	36	0	23	6	\$136,922	\$79,078	\$136,922	\$79,078
Goochland County		28			28					
Grayson County	Public	42	42	0	0	0	\$164,783	\$87,217	\$164,783	\$87,217
Greene County	Public	41	41	0	0	3	\$158,227	\$87,773	\$158,227	\$87,773
Greensville County	Public	54	53	0	1	0	\$250,808	\$73,192	\$246,164	\$71,836
Halifax County	Public	155	155	0	0	6	\$649,977	\$280,023	\$649,977	\$280,023
Hampton City	Public, Private Non-Profit	612	612	0	0	207	\$2,615,198	\$1,056,802	\$2,615,198	\$1,056,802
Hanover County	Public	90	54	0	36	38	\$192,132	\$131,868	\$192,132	\$131,868
Harrisonburg City	Public	212	190	0	22	39	\$682,974	\$457,026	\$682,974	\$457,026
Henrico County	Public	1,082	509	0	573	508	\$1,814,381	\$1,239,619	\$1,814,381	\$1,239,619
Henry County	Public	307	272	0	35	16	\$1,311,898	\$416,102	\$1,239,014	\$392,986
Highland County	Public	2	2	0	0	0	\$6,000	\$6,000	\$6,000	\$6,000
Hopewell City	Public	179	144	0	35	5	\$665,453	\$198,547	\$665,453	\$198,547
Isle Of Wight County	Public	96	90	0	6	60	\$313,470	\$226,530	\$313,470	\$226,530
James City County	Public	119	0	186	26	4	\$279,000	\$279,000	\$279,000	\$279,000
King And Queen County	Public	41	36	0	5	3	\$122,299	\$93,701	\$122,299	\$93,701
King George County	Public	64	16	0	48	0	\$59,770	\$36,230	\$59,770	\$36,230
King William County	Public	26	18	0	8	23	\$73,483	\$34,517	\$73,483	\$34,517
Lancaster County	Public	33	33	0	0	0	\$99,000	\$99,000	\$99,000	\$99,000
Lee County		7			7		\$34,079	\$7,921		
Lexington City		0			0					
Loudoun County	Public	588	0	295	440	20	\$450,000	\$450,000	\$442,500	\$442,500
Louisa County	Public	126	86	0	40	31	\$270,000	\$270,000	\$258,000	\$258,000
Lunenburg County	Public	55	54	0	1	1	\$247,434	\$82,566	\$242,935	\$81,065
Lynchburg City	Public	279	279	0	0	44	\$1,057,968	\$616,032	\$1,057,968	\$616,032
Madison County	Public	24	0	36	6	0	\$79,618	\$64,382	\$59,713	\$48,287
Manassas City	Public	239	108	0	131	38	\$410,702	\$237,298	\$410,702	\$237,298
Manassas Park City	Public	90	36	0	54	90	\$158,047	\$57,953	\$158,047	\$57,953
Martinsville City	Public	67	67	0	0	4	\$312,676	\$89,324	\$312,676	\$89,324
Mathews County		10			10					
Mecklenburg County	Public	137	121	0	16	7	\$483,160	\$272,840	\$463,987	\$262,013
Middlesex County		22			22					
Montgomery County	Public	165	165	0	0	113	\$607,266	\$382,734	\$607,266	\$382,734

**Virginia Department of Education**  
Virginia Preschool Initiative  
Fall State Report (Actual School Year 2014-2015)

<b>Budget Report</b>										
School Division	School Or Center Types	Student Slots					Funds Allocated (Projected)		Funds Utilized (Actual)	
		Available	Full Time	Half Time	Unfilled	Wait List	State Share	Local Match	State Share	Local Match
Nelson County	Public	32	32	0	0	0	\$96,000	\$96,000	\$96,000	\$96,000
New Kent County		24			24					
Newport News City	Public	1,108	1,108	0	0	250	\$4,714,762	\$1,933,238	\$4,714,762	\$1,933,238
Norfolk City	Public	1,644	1,644	0	0	239	\$6,783,473	\$3,080,527	\$6,783,473	\$3,080,527
Northampton County	Public	114	78	0	36	0	\$278,640	\$261,360	\$241,488	\$226,512
Northumberland County	Public	31	0	31	15	0	\$46,500	\$46,500	\$46,500	\$46,500
Norton City	Public	8	8	0	0	0	\$33,110	\$14,890	\$33,110	\$14,890
Nottoway County	Public	62	54	0	8	4	\$243,713	\$80,287	\$243,713	\$80,287
Orange County	Public	64	55	0	9	12	\$210,606	\$119,394	\$210,606	\$119,394
Page County	Public	79	79	0	0	8	\$332,511	\$141,489	\$332,511	\$141,489
Patrick County	Public	65	65	0	0	4	\$283,686	\$106,314	\$283,686	\$106,314
Petersburg City	Public	179	179	0	0	15	\$808,185	\$265,815	\$808,185	\$265,815
Pittsylvania County	Public	250	250	0	0	30	\$1,123,950	\$376,050	\$1,123,950	\$376,050
Poquoson City	Public	13	0	5	10	1	\$7,326	\$4,674	\$9,158	\$5,843
Portsmouth City	Public	547	547	0	0	103	\$2,403,080	\$878,920	\$2,403,080	\$878,920
Powhatan County	Public	16	16	0	0	9	\$58,435	\$37,565	\$58,435	\$37,565
Prince Edward County	Public	98	98	0	0	14	\$395,489	\$192,511	\$395,489	\$192,511
Prince George County	Public	129	90	0	39	25	\$408,780	\$131,220	\$408,780	\$131,220
Prince William County	Public	1,585	0	72	1,549	32	\$133,445	\$82,555	\$133,445	\$82,555
Pulaski County	Public	74	74	0	0	28	\$305,783	\$138,217	\$305,783	\$138,217
Radford City	Public	25	18	0	7	3	\$79,110	\$28,890	\$79,110	\$28,890
Rappahannock County	Public	4	4	0	0	4	\$12,000	\$12,000	\$12,000	\$12,000
Richmond City	Public	1,204	882	0	322	80	\$2,838,629	\$2,453,371	\$2,838,629	\$2,453,371
Richmond County	Private Non-Profit	45	36	0	9	1	\$143,338	\$72,662	\$143,338	\$72,662
Roanoke City	Public	539	527	0	12	87	\$2,072,347	\$1,161,653	\$2,026,210	\$1,135,790
Roanoke County	Public	146	146	0	0	81	\$551,530	\$324,470	\$551,530	\$324,470
Rockbridge County	Public	50	30	0	20	0	\$97,836	\$88,164	\$94,680	\$85,320
Rockingham County	Public	243	243	0	0	54	\$918,248	\$539,752	\$918,248	\$539,752
Russell County	Public	124	124	0	0	0	\$559,042	\$184,958	\$559,042	\$184,958
Salem City		29			29					
Scott County	Public	31	31	0	0	2	\$149,916	\$36,084	\$149,916	\$36,084
Shenandoah County	Public	142	103	0	39	34	\$392,245	\$225,755	\$392,245	\$225,755
Smyth County	Public	113	113	0	0	11	\$525,314	\$152,686	\$525,314	\$152,686
Southampton County	Public	79	79	0	0	20	\$337,583	\$136,417	\$337,583	\$136,417
Spotsylvania County	Public	340	90	0	250	18	\$348,030	\$191,970	\$348,030	\$191,970
Stafford County	Public	207	60	4	145	47	\$245,074	\$126,926	\$245,074	\$126,926
Staunton City	Public	92	53	0	39	3	\$226,064	\$145,936	\$193,249	\$124,751
Suffolk City	Public	363	363	0	0	81	\$1,417,878	\$760,122	\$1,417,878	\$760,122
Surry County	Public	36	36	0	0	0	\$108,000	\$108,000	\$108,000	\$108,000
Sussex County		0			0					
Tazewell County	Public	132	126	0	6	12	\$547,646	\$208,354	\$547,646	\$208,354
Virginia Beach City	Public	1,129	690	0	439	136	\$2,520,038	\$1,703,962	\$2,469,924	\$1,670,076
Warren County	Public	109	31	0	78	5	\$165,483	\$104,517	\$113,999	\$72,001
Washington County	Public	116	108	0	8	55	\$400,918	\$247,082	\$400,918	\$247,082

**Virginia Department of Education**  
Virginia Preschool Initiative  
Fall State Report (Actual School Year 2014-2015)

<b>Budget Report</b>										
School Division	School Or Center Types	Student Slots					Funds Allocated (Projected)		Funds Utilized (Actual)	
		Available	Full Time	Half Time	Unfilled	Wait List	State Share	Local Match	State Share	Local Match
Waynesboro City	Public	99	99	0	0	2	\$386,516	\$207,484	\$386,516	\$207,484
West Point		1			1					
Westmoreland County	Public	66	66	0	0	8	\$212,533	\$183,467	\$212,533	\$183,467
Williamsburg-James City County	Public	5	0	6	2	0	\$9,000	\$9,000	\$9,000	\$9,000
Winchester City	Public	170	36	0	134	31	\$121,478	\$94,522	\$121,478	\$94,522
Wise County	Public	179	179	0	0	15	\$801,419	\$272,581	\$801,419	\$272,581
Wythe County	Public	76	76	0	0	5	\$310,855	\$145,145	\$310,855	\$145,145
York County	Public	57	0	48	33	14	\$77,065	\$51,935	\$86,026	\$57,974

**Virginia Department of Education**

Virginia Preschool Initiative

Fall State Report (Actual School Year 2014-2015)

**Eligible localities with unused state slots or children on a waiting list**

School Division	Unused slots	Reason	Wait List
-----------------	--------------	--------	-----------

**Virginia Department of Education**  
Virginia Preschool Initiative

Fall State Report (Actual School Year 2014-2015)

Accomack County	96	ACPS funds 27 slots through K-3 and Title I-C. ACPS serves the maximum number of students given the available classroom space and local match funding.	16
Accomack County	96		16
Albemarle County	42	Due to large increase in VPI slots, further planning is necessary. A strategic initiative is planned to request local government funding to support 2 more classrooms.	55
Albemarle County	42		55
Alexandria City	109		12
Alexandria City	109	We are working to find both matching funds and space for pre-K children.	12
Alleghany County	16	Limited funding for the local match.	0
Alleghany County	16		0
Amelia County	0		9
Amherst County	0		19
Appomattox County	4		0
Appomattox County	4	We expect to fill 3 classes of 18 students, but do not have enough eligible applicants to fill a fourth class which would be required to utilize the remaining 2 slots available to us.	0
Arlington County	0		50
Augusta County	0		72
Bedford County	0		56
Bland County	0		0
Botetourt County	7	The maximum number of state allocated VPI slots are not being used because Botetourt County does not have the matching funds available for the excess slots.	4
Botetourt County	7		4
Bristol City	37	BVPS is unable to secure the necessary funds to meet the required match to implement the number slots.	5
Bristol City	37		5
Brunswick County	0		6
Buchanan County	4		0
Buchanan County	4	Students have transferred to other schools in and out of our division.	0
Buckingham County	0		2
Buena Vista City	0		4
Campbell County	0		66
Caroline County	43	Based on the FY2015 approved budget we are unable to provide the match to add additional children to the VPI Program at this time.	26
Caroline County	43		26
Carroll County	0		19
Charles City County	0		5
Charlotte County	8	Enrollment numbers slightly lower than last year. Overall, K-12 enrollment is slightly below expectancy.	0
Charlotte County	8		0
Charlottesville City	31		6
Charlottesville City	31	We don't have classroom space and matching funds for all 196.	6
Chesapeake City	297	Due to the lack of space and local match we cannot fill 100% of our allocated slots.	129
Chesapeake City	297		129
Chesterfield County	796		221
Chesterfield County	796	Space availability and local match	221
Clarke County	0		2
Colonial Heights City	46	The school division is unable to provide local matching funds to support additional classes at this time.	26
Colonial Heights City	46		26
Covington City	2	2	7
Covington City	2		7
Culpeper County	9		0
Cumberland County	0		0
Danville City	0		7
Dickenson County	0		0
Dinwiddie County	52		6
Dinwiddie County	52	Currently Dinwiddie County Public Schools does not have the space available to house more VPI classrooms.	6
Emporia	15		0

## Virginia Department of Education

### Virginia Preschool Initiative

#### Fall State Report (Actual School Year 2014-2015)

Essex County	8	Essex County Public Schools has historically been allocated 36 VPI slots. The 2014-2015 budget and local match were calculated based on this figure.	20
Essex County	8		20
Fairfax County	1,038	The cost per child and the space.	96
Fairfax County	1,038		96
Falls Church City	0		0
Fauquier County	31	Local Head Start program only have space to serve 18.	0
Fauquier County	31		0
Floyd County	0		5
Fluvanna County	0		15
Franklin City	0		2
Franklin County	0		15
Fredericksburg City	32	Lack of space for classroom and no budgetary constraints for funding match requirement.	6
Fredericksburg City	32		6
Galax City	26	We lack space for a third classroom.	1
Galax City	26		1
Giles County	0		5
Gloucester County	23	The local budget does not provide funding to expand beyond two classrooms of 18 students.	6
Gloucester County	23		6
Grayson County	0		0
Greene County	0		3
Greensville County	1	All students are being served. There is no waiting list.	0
Greensville County	1		0
Halifax County	0		6
Hampton City	0		207
Hanover County	36	The local budget was finalized prior to notification of additional slots. A budget request for additional local cash match will be submitted for consideration for the 2015-16 school year.	38
Hanover County	36		38
Harrisonburg City	22		39
Harrisonburg City	22	Currently our schools are at full capacity. We are building a new elementary school with an anticipated Fall 2017 opening. We will consider additional slots at that time.	39
Henrico County	573	Lack of space, local match	508
Henrico County	573		508
Henry County	35	Currently, facility space is not available for an additional classroom.	16
Henry County	35		16
Highland County	0		0
Hopewell City	35		5
Hopewell City	35	Woodlawn Learning Center currently houses Virginia Preschool, Head Start and Preschool Special Education students. Currently, we do not have space to accommodate additional preschool students.	5
Isle Of Wight County	6		60
Isle Of Wight County	6	There is not enough local funding to add additional VPI slots.	60
James City County	26		4
James City County	26	The additional local cost for VPI would exceed \$400,000 to provide high quality programming and would force elimination of all current services for extremely high risk 3 year old students.	4
King And Queen County	5	The school division only has two schools. There are only two classrooms with eighteen students per classroom.	3
King And Queen County	5		3
King George County	48		0
King George County	48	We have limited classroom space. We only had 5 qualifying students on the waiting list which does not support another classroom. There would be a stress to find a local match.	0
King William County	8		23
King William County	8	The additional funding will not cover the cost of an additional teacher.	23
Lancaster County	0		0
Loudoun County	440	Lack of classroom space. Plan is to research and consider moving VPI classes to High School Early Childhood Lab classrooms freeing up currently used space.	20
Loudoun County	440		20
Louisa County	40	Due to budget constraints, the county is not able to provide the matching funds for more students	31

**Virginia Department of Education**  
Virginia Preschool Initiative  
Fall State Report (Actual School Year 2014-2015)

Louisa County	40		31
Lunenburg County	1		1
Lunenburg County	1	Each classroom has 18 students.	1
Lynchburg City	0		44
Madison County	6	The requirement states only 18 can be in a preschool class; therefore, each of our two, 1/2-day preschool classes has 18, for a total of 36.	0
Madison County	6		0
Manassas City	131		38
Manassas City	131	Our facilities are currently at capacity and can not accommodate additional classrooms.	38
Manassas Park City	54	The school division does not have space to house additional pre-K VPI programs.	90
Manassas Park City	54		90
Martinsville City	0		4
Mecklenburg County	16		7
Mecklenburg County	16	We have 3 classrooms with 18 students in two of our schools. They have a small waiting list. Our largest school has 4 classes, but they still have five open slots.	7
Montgomery County	0		113
Nelson County	0		0
Newport News City	0		250
Norfolk City	0		239
Northampton County	36	Total PreK enrollment does not meet the maximum number of allocated slots. NCPS will use additional slots should student enrollment indicate the need.	0
Northampton County	36		0
Northumberland County	15	N/A All of the maximum slots are being used.	0
Northumberland County	15		0
Norton City	0		0
Nottoway County	8	VPI is being used to fund three classrooms with 18 students in each.	4
Nottoway County	8		4
Orange County	9		12
Orange County	9	9 slots remain - unable to fill due to ratio, space, match	12
Page County	0		8
Patrick County	0		4
Petersburg City	0		15
Pittsylvania County	0		30
Poquoson City	10		1
Poquoson City	10	PCPS lacks the additional local funding needed to use the maximum number of state allocated VPI slots. PCPS would use all slots if the VPI fully funded the program in a consistent, ongoing way.	1
Portsmouth City	0		103
Powhatan County	0		9
Prince Edward County	0		14
Prince George County	39	Local school division budget will not support the additional local match required and funding to equip additional classrooms with furniture and supplies.	25
Prince George County	39		25
Prince William County	1,549		32
Prince William County	1,549	Lack of local funding to match state funding.	32
Pulaski County	0		28
Radford City	7	At this time space is not available to provide classrooms for 25 students.	3
Radford City	7		3
Rappahannock County	0		4
Richmond City	322		80
Richmond City	322	There are not enough spaces in the schools to maximize slots available.	80
Richmond County	9	Local Bd. Sup. not supportive of VPI. Budget request due to them long before we have figures from state. They would not chg. amt. allocated.	1
Richmond County	9		1
Roanoke City	12		87
Roanoke City	12	Remaining slots are in classrooms serving both VPI and ECSE students. Students with IEPs will enter VPI in these slots throughout the year.	87

**Virginia Department of Education**  
Virginia Preschool Initiative  
Fall State Report (Actual School Year 2014-2015)

Roanoke County	0		81
Rockbridge County	20	The division budget cannot fund additional local match to support the total slots available. The division did not have adequate planning to support the additional funding required from the locality.	0
Rockbridge County	20		0
Rockingham County	0		54
Russell County	0		0
Scott County	0		2
Shenandoah County	39	Lack of classroom space available, and lack of local matching funds.	34
Shenandoah County	39		34
Smyth County	0		11
Southampton County	0		20
Spotsylvania County	250	We cannot meet the local match requirement for the total number of seats for which we are eligible.	18
Spotsylvania County	250		18
Stafford County	145	The local match amount is not available within the current level of funding from the Stafford Board of Supervisors.	47
Stafford County	145		47
Staunton City	39	This year, we are competing for 4 year olds with Head Start.	3
Staunton City	39		3
Suffolk City	0		81
Surry County	0		0
Tazewell County	6		12
Tazewell County	6	We have been given additional slots this year. Due to this we will use the 2014-2015 year as a planning year to schedule for these additional spaces in the 2015-2016 school year.	12
Virginia Beach City	439		136
Virginia Beach City	439	The number of allocations are selected based on projected state and local funds.	136
Warren County	78	Our enrollment is down from past years. There were not enough funds available to pay for another teacher and assistant which is what would be required to serve the other nine students.	5
Warren County	78		5
Washington County	8	We have only 8 left which is not enough for a classroom. The difference will not be enough to hire a new teacher and to purchase classroom materials.	55
Washington County	8		55
Waynesboro City	0		2
Westmoreland County	0		8
Williamsburg-James City County	2		0
Williamsburg-James City County	2	The additional local cost for VPI would exceed \$400,000 to provide high quality programming and would force elimination of all current services for extremely high risk 3 year old students.	0
Winchester City	134	Available space in elementary schools.	31
Winchester City	134		31
Wise County	0		15
Wythe County	0		5
York County	33		14
York County	33	We are currently working to grow our program as the local budget will allow. As there are many competing demands for local dollars, all needs must be balanced.	14

**Virginia Department of Education**  
Virginia Preschool Initiative  
Fall State Report (Actual School Year 2014-2015)

<b>Eligible Not Participating</b>	
<b>School Division</b>	<b>Reason</b>
Colonial Beach	No local match
Craig County	No local match
Fairfax City	No Space
Frederick County	No Space, No local match
Goochland County	No local match
Lee County	No Space
Mathews County	No local match, Minimal Number of eligible students
Middlesex County	Minimal Number of eligible students
New Kent County	No Space, No local match
Salem City	No local match
West Point	Minimal Number of eligible students



Preschool Development Grants

# Expansion Grants

## GRANTEE ABSTRACT

# Virginia

## Overview

Virginia has developed a bold and innovative plan for transforming its existing State Preschool Program into a national exemplar through adoption of highly effective best practices to improve quality, access, and impact in High Need Communities.

Building from the successful Virginia Preschool Initiative (VPI) that has supported the school readiness of at-risk four-year-olds since 1996, Virginia will create a more comprehensive and effective State Preschool Program called *VPI Plus* (VPI+). VPI+ will meet or exceed every element of the definition of a High Quality Preschool Program and will be implemented through a mixed delivery system. By the end of the grant term, 3,179 four-year-olds at or below 200 percent of the Federal Poverty Line will be served annually through VPI+ in eleven local school divisions.

These Subgrantees represent the geographic and demographic diversity of the Commonwealth, allowing us to field test and refine VPI+ innovations throughout Virginia to ensure uniform high quality, appropriate flexibility tailored to local circumstances, and broad replicability.

## *Project Objectives and Activities*

Increase access to High Quality Preschool.

- VPI+ will establish 88 new classrooms in Year 1, increasing to nearly 100

### **Lead Agency**

Virginia Department of Education

### **Year 1 Federal Award Amount**

\$ 17,500,000

### **Plan Period**

January 1, 2015 – December 31, 2018

**Preschool Development Grants** will support states to build, develop, and expand voluntary, high-quality preschool programs for children from low- and moderate-income families.

There are two types of grants.

**Development Grants** are for states that currently serve less than 10 percent of four-year-olds and have not received a Race to the Top – Early Learning Challenge (RTT-ELC) grant.

**Expansion Grants** are for states that currently serve 10 percent or more of four-year-olds or have received an RTT-ELC grant.

classrooms by Year 4 (serving more than 1,200 students in Year 1, increasing to 1,669 students by Year 4) using a model that enhances quality in three ways: installs rigorous, research-tested professional development and curriculum to ensure teacher effectiveness and classroom quality; fosters broad community partnerships to ensure more systematic provision of Comprehensive Services to support low-income four-year-olds and their families; and creates effective pathways to fully engage parents and families, especially those who are hard-to-reach and culturally and linguistically diverse.

Increase the number of High-Quality Preschool Programs

- Virginia will improve the quality of 96 existing classrooms serving 1,470 students annually in diverse settings. With grant support, Subgrantees will extend VPI+ best practices to existing classrooms within their division and use community partnerships to expand high quality practices to non-school programs.

Strengthen the statewide infrastructure supporting the State Preschool Program.

- Virginia will improve its Longitudinal Data System; expand its continuous quality improvement system; systematize the use of formative and summative assessment tools; ensure rigorous evaluation; and build a higher caliber pre-service and in-service training and credentialing system to ensure a cadre of highly competent early educators for Virginia's Preschool children.

Pursue policy changes to promote statewide improvements to standards, practice and access.

- The Preschool Expansion Grant will enable Virginia to test, refine, and expand High Quality
- Preschool programs statewide, with a priority on improving state policy to expand access, particularly in High Need Communities.

*Proposed Project Outcomes*

Some of the measurable outcomes to be achieved include:

- Measurable improvements in children's outcomes, including school readiness.
- A 17 percent increase in the number of slots available in High Quality Preschool Programs.
- A 15 percent reduction in the number of unserved at-risk four-year-olds in VPI+ divisions.

- Demonstrable progress toward a more robust mixed delivery system through measurable increases in the percentage of High Quality classrooms located in non-public school settings.
- Improved policies expanding access, quality and support for State Preschool Programs.

*Collaborating Organizations*

The Virginia Department of Education (VDOE) is the lead agency for VPI+. VDOE and the eleven Subgrantees will work in close partnership with the Virginia Department of Social Services (VDSS) and the Virginia Early Childhood Foundation (VECF) and its statewide Smart Beginnings network of local public-private school readiness partnerships. These local networks will be instrumental in fostering enhanced Comprehensive Services in all settings, effective strategies to more fully engage families, and through the TQRIS, a sound framework for continuous program quality improvement for VPI+.

Virginia's ambitious and achievable plan counts on partnership with the University of Virginia's Center for the Advanced Study of Teaching and Learning (CASTL) – arguably the nation's most prestigious applied research center focused on early education teacher effectiveness and classroom quality. CASTL will guide all professional development and classroom improvement methods with the Subgrantees, including the provision of research-based coaching techniques that have successfully improved teacher effectiveness and student outcomes. Drawing on Virginia's unique assets, from CASTL's highly focused research, to our cutting edge, rigorous TQRIS, to our nationally recognized public-private network of local Smart Beginnings, VPI+ will harness these partnerships to build a "first in class" Preschool Program. VPI+ will be

accessible to and supportive of families, staffed by a highly-skilled cadre of teachers who are part of a vibrant statewide learning community, and sustainable in Virginia's diverse High-Needs Communities, creating a strong pathway for Virginia's preschool success.

<b>High Need Communities to be served under Virginia's Plan</b>	
<b>Brunswick</b>	<b>Petersburg</b>
<b>Chesterfield</b>	<b>Prince William</b>
<b>Fairfax</b>	<b>Richmond</b>
<b>Giles</b>	<b>Sussex</b>
<b>Henrico</b>	<b>Winchester</b>
<b>Norfolk</b>	

**VPI Growth and Projections**

	<b>Actual VPI slots used (FT&amp;PT slots)</b>	<b>Year to year growth in slots</b>	<b>Actual state spending for VPI</b>	<b>Year to year growth in spending</b>
FY11	15,881		\$60.4 M	
FY12	16,618	737	\$62.8 M	\$2.4 M
FY13	17,313	695	\$64.9 M	\$2.1 M
FY14	18,021	708	\$67.4 M	\$2.5 M
FY15	18,398	377	\$68.8	\$1.4 M

**Explanation of Slower Growth Due to Hold Harmless**

Because of the adjustment to the VPI in FY13-14 that went into effect in FY15 some localities lost VPI slots that they were using. The legislature extended the hold harmless provision for up to \$1 million in funds thereby restoring only a portion of the slots that were filled, approximately 145 out of 892 slots. In FY16 all of these slots are anticipated to be fully restored.

Based on the data provided by VDOE, if all of the filled slots from FY14 were funded in FY15, Actual VPI slots used would be 18,984. These data show that 52 communities added a total of 963 slots (921 FT and 42 PT) in FY15 for a higher than typical year to year growth. However because 747 FT slots were lost, the year to year growth looks smaller than previous years.

	<b>Actual VPI slots used (FT&amp;PT slots)</b>	<b>Year to year growth in slots</b>	<b>Slots lost (filled in FY14 &amp; not available in FY15)</b>	<b>Slots added (not filled in FY14 and newly available)</b>	<b>Potential enrollment without lost slots</b>
FY15	18,398	377	747	963	18,984

**Governor’s VPI maximization proposal (based on my understanding)**

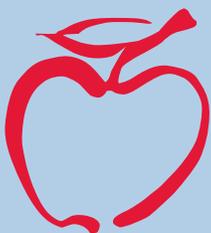
These 43 communities used all of their FY15 slots and had a waiting list:

Amelia, Amherst, Arlington, Augusta, Bedford, Brunswick, Buckingham, Buena Vista, Carroll, Charles City, Clarke, Danville, Fluvanna, Franklin City & Co., Giles, Greene, Halifax, Hampton, Lynchburg, Martinsville, Montgomery, Newport News, Norfolk, Page, Patrick, Petersburg, Pittsylvania, Portsmouth, Powhatan, Prince Edward, Pulaski, Rappahannock, Roanoke Co, Rockingham, Scott, Smyth, Southampton, Suffolk, Waynesboro, Westmoreland, Wise, Wythe



# Virginia's Preschool Puzzle

A COMMUNITY GUIDE FOR SMART BEGINNINGS



SMART  
BEGINNINGS



## Acknowledgements:

Virginia's Preschool Puzzle has been prepared by the Virginia Early Childhood Foundation. VECF is grateful for the extensive research and writing by Rachel Schumacher of R. Schumacher Consulting, as well as the generous participation of many colleagues representing state- and local-level agencies and programs in interviews, review, and contributions to the document.



## ★ Table of Contents

Executive Summary.....	1
Introduction.....	5
Benefits from VPI Expansion Accrue to Virginia’s Children, Families, Schools, and Communities.....	5
VPI: State Program Requirements and Areas of Local Discretion.....	9
Steps to Guide Community Planning to Implement or Expand a VPI Program.....	11
Bringing Diverse Stakeholders Together .....	11
Developing a Plan to Integrate and Leverage Local Programs to Provide High Quality, Comprehensive Preschool.....	13
Financing: Models and Strategies .....	19
Funding Sources.....	21
Conclusion.....	23
Case Studies.....	25
Appendices.....	29
One: A Tool for Community Discussion .....	29
Two: Sample Agreements and Risk Criteria.....	30
Three: Links to Relevant Resources and Research .....	31
Endnotes.....	33



## ★ Executive Summary

The learning and development that children experience before they reach school age is critical to their future education, success, and contribution to society. This is a significant period in which the architecture of the brain is shaped by interactions with adults and the surrounding environment, laying a strong or weak foundation for future cognitive, language, social-emotional, and physical development.<sup>1</sup> In 1996, under Governor George Allen's leadership, the Commonwealth of Virginia established a state prekindergarten program—the Virginia Preschool Initiative (VPI) – to provide high quality early learning experiences to at-risk four-year-olds. However, despite bipartisan support and full funding, almost one-third of the children who could benefit from VPI are not served through this program.<sup>2</sup> Barriers reported by local leaders - difficulty or inability to meet the required local match; insufficient space in school facilities; challenges addressing teacher requirements in non-school settings; and small numbers of eligible children, which limits the cost-effectiveness of implementing VPI<sup>3</sup> - can be addressed through innovative local collaborations which leverage all available resources.



The full guide – Virginia's Preschool Puzzle - provides a framework for navigating this process, using the experiences of existing local programs to illustrate some challenges and opportunities that come with collaboration.

### Steps to Guide Community Planning to Implement or Expand a VPI Program

Collaborative planning to establish or expand high quality preschool services using VPI funding may seem daunting, but local leaders say it is worth the effort to serve more children at-risk of school failure in the community. There are three essential steps:

#### Bringing Diverse Stakeholders Together

The importance of bringing together diverse stakeholders to best utilize local resources is a fundamental principle of VPI. According to the authorizing language in the 2012-2014 Biennial Budget as adopted by the 2013 General Assembly: "The proposal must demonstrate coordination with all parties necessary for the successful delivery of comprehensive services, including the schools, child care providers, local social services agency, Head Start, local health department, and other groups identified by the lead agency."

“Almost one-third of the children who could benefit from VPI are not served through this program.”

Public-private partnerships like Smart Beginnings can play an important role in providing a table for discussions about promoting school readiness. The Virginia Early Childhood Foundation has supported the start of Smart Beginnings initiatives of local leaders across the state covering a footprint of 100 communities. Smart Beginnings teams are diverse, including (but not limited to) senior representatives from business, the school system, local government, the faith community, Head Start, child care, higher education institutions, health and mental health, family support, and early intervention.

## Developing a Plan to Integrate and Leverage Local Programs to Provide High Quality, Comprehensive Preschool

According to the authorizing language in the 2012-2014 Biennial Budget as adopted by the 2013 General Assembly: "The lead agency shall be responsible for developing a local plan for the delivery of quality preschool services to at-risk children which demonstrates the coordination of resources and the combination of funding streams in an effort to serve the greatest number of at-risk four-year-old children." Local planners will need to consider areas in which they have significant discretion, such as how to define "at-risk" and eligibility for preschool services, ensure that teachers are qualified, and determine the length of day and year of services. Other considerations include:

- Identifying local stakeholders that have the expertise, capacity, and/or space to provide required program components of VPI – including health and social services.
- Creating models that deliver high quality preschool with community child care partners that can also meet families' needs for full-day, full-year care.
- Integrating with existing early childhood systems to enhance VPI delivery.
- Making the system coherent and accessible for families.

### Financing: Models and Strategies

The VPI program is financed by a state-to-local match formula using a composite index that estimates local ability-to-pay. The estimated total cost per child used for state calculations is \$6,000, set in FY 2008-2009 and not increased since then. Localities are expected to appropriate or designate public funding for the local cash match (75 percent). In-kind expenditures may make up the other 25 percent of the match requirement. Localities may not supplant current expenditures. According to the authorizing language in the 2012-2014 Biennial Budget as adopted by the 2013 General Assembly: "Local plans must provide clear methods of service coordination for the purpose of reducing the per child cost for the service, increasing the number of at-risk children served and/or extending services for the entire year."

Developing these collaborative funding strategies - commonly known as braiding - takes time and dedication. Local planners will want to consider: What is the true cost of providing high quality preschool that meets VPI requirements and local goals for children and families? What are the pros and cons of using specific funding sources to pay for VPI?



## Benefits from VPI Expansion Accrue to Virginia's Children, Families, Schools, and Communities

**Virginia children** who participate in high quality preschool are more likely to be prepared for school, meet kindergarten literacy benchmarks, and have more success in later school years.

**Families** who utilize high quality preschool programs can grow in their own capacity to support their children's learning and development, as well as access screenings, referrals, and services to benefit their children.

**Schools** can be more effective and efficient when children are better prepared. Participants in high quality preschool are less likely to need reading intervention services or to repeat grades in K-3rd.

**Communities** and the state can benefit from the long-term effects of high quality preschool, including higher rates of employment and earnings.

## Conclusion: Strategies to Consider

Children, families, schools, and the Commonwealth will benefit when leaders come together at the community and state levels to ensure that all children at-risk of school failure have the opportunity to participate in high quality preschool. The following are some strategies that might address the common barriers localities may face:

**Securing Local Match:** Local match dollars can be raised through private donations to the county or city government and then appropriated as match for VPI. Another approach is to examine how locally appropriated dollars for a service that would benefit VPI children could be used. For example, Alexandria counts local funding for support services such as family support workers (social workers) on site at participating centers and has counted AI's Pals training for VPI preschool teachers regarding social-emotional development of young children toward local match requirements.

“Children, families, schools, and the Commonwealth will benefit when leaders come together at the community and state levels to ensure that all children have the opportunity to participate in high quality preschool.”

**Identifying Additional Space:** Even if public schools lack the space, existing centers or Head Start providers may be able to serve at risk four year olds or have empty spots in their programs that VPI funding could be used to purchase. Depending on the number of children to be served, VPI funds could be used to establish a whole classroom or a smaller number of spots within an existing classroom. Multiple funding sources may be needed to ensure that the services meet or exceed VPI standards.

**Finding High Quality Child Care Providers with which to Partner:** In order to consider partnering with child care providers to serve children though VPI, it is essential that providers meet VPI requirements. Several initiatives in the state provide information on quality indicators that can be used to help make these decisions. National data indicate that 12 percent of child care centers are NAEYC accredited in Virginia.<sup>4</sup> The *Virginia Star Quality Initiative (VSQI)* has rated over 370 programs across the state, including 112 with 4 or 5 stars.<sup>5</sup>

Currently, Star Ratings give information about the quality of teacher-child interactions and learning environment as well as teacher qualifications. Programs recognized by VSQI with a rating have access to mentorship, professional development, and other quality improvement activities, and are eligible to be re-evaluated every two years to assess program improvement.

**Supporting Professional Development:** Virginia's leaders have the opportunity to thoughtfully consider and support professional competencies that best promote school readiness in young children. Ultimately, leaders must agree on the goal of increasing access to high quality preschool for young children, and work together to ensure that services are provided by adults with the specialized training needed to support at-risk children's learning and development.<sup>6</sup>

**Considering Policy Change:** VPI is a proven program improving outcomes for at-risk children. For years running, more resources have been allocated than are utilized because of barriers at the local level. Many communities and school divisions would benefit from refined legislative and state agency policies that achieve a balance between maintaining program excellence and easing access for children in communities across the Commonwealth.







In 1996, under Governor George Allen's leadership, the Commonwealth of Virginia established a state prekindergarten program— the Virginia Preschool Initiative (VPI) – to provide high quality early learning experiences for at-risk four-year-olds. Since then, Virginia's leaders have provided bipartisan support to VPI, which is now fully-funded to reach all four-year-old children who are at risk of school failure but currently unserved by the federal Head Start program. Still, **almost one-third of the children who could benefit from VPI - approximately 6,825 eligible children out of the total funded number of 23,443 in 2012-2013 - are not served through this program.**<sup>7</sup> Thirteen divisions eligible for VPI do not participate, and 45 percent of participating divisions don't use all the available state funds. Local leaders report three main barriers to full implementation: difficulty or inability to meet the required local match; insufficient space in school facilities; and small numbers of eligible children, which limits the cost-effectiveness of implementing VPI.<sup>8</sup> A one-year state pilot to explore local collaborations demonstrated that divisions can integrate services from a mix of early childhood providers and funding streams to expand access to high quality services for disadvantaged children.<sup>9</sup>

Collaborative planning to establish or expand high quality preschool services using VPI funding may seem daunting, but local leaders say it is worth the effort to serve more children at-risk of school failure in the community. There are three essential steps:

- Bringing diverse stakeholders together.
- Developing a plan to integrate and leverage local programs to provide high quality, comprehensive preschool.
- Financing the full cost of high quality preschool.

This guide provides a framework for navigating this process, using the experiences of existing local programs in Virginia to illustrate some challenges and opportunities that come with collaboration.

## ★ Benefits from VPI Expansion Accrue to Virginia's Children, Families, Schools, and Communities

The learning and development that children experience before they reach school age is critical to their future education, success, and contribution to society. This is a critical period in which the architecture of the brain is shaped by interactions with adults and the surrounding environment, laying a strong or weak foundation for future cognitive, language, social-emotional, and physical development.<sup>10</sup> As Nobel-prize-winning economist James Heckman says, "Learning begets learning; skills beget skills."



## The Virginia Preschool Initiative

**Purpose:** to provide quality preschool programs for at-risk four-year-olds who are not served by Head Start programs.

**Started:** by the General Assembly and first funded in FY 1996.

**State Funding:** determined for each locality by a formula that takes into account all at-risk four-year-olds minus those currently served by Head Start. The actual total state share expended in FY 2012 was \$62.8 million.

**Children Served:** 16,618 out of 23,443 eligible children served in 2012-2013 program year.

**Program Components:** quality preschool; partnerships with parents; health screening, referrals, and follow up; links to social services; and transportation.

**Teacher-to-Child Ratio:** 1 to 9 or 2 to 18 with one teacher and one full time aide. Class size may not exceed 18.

**Program Sites:** may be schools, community-based organizations, or child care centers..

**Number of Participating Divisions:** 114 out of 127 eligible.

**State-Set Rate Per Child:** \$6,000 for full school day (total state and local share per child).

**Required Local Match:** up to 50 percent of the per child payment based on a composite index of local ability to pay.

### Virginia children who participate in high quality preschool are more likely to be prepared for kindergarten.

Research has shown that children entering kindergarten without prior experience in formal child care and early education programs score lower on assessments of reading, mathematics, and fine motor skills than those who have such experience.<sup>11</sup> The General Assembly's Joint Legislative Audit and Review Commission (JLARC) reviewed VPI in 2007 and found a strong positive association between VPI participation and higher literacy test scores in the spring of the preschool year and fall of the kindergarten year.<sup>12</sup> University of Virginia researchers found that attendance at a VPI-funded program was "beneficially associated with a lower likelihood of repeating kindergarten and improved probabilities of meeting or exceeding minimum literacy competencies."<sup>13</sup> Recent research conducted for the Virginia Early Childhood Foundation by a graduate student at the Frank Batten School of Leadership and Public Policy, University of Virginia suggested that school divisions serving relatively higher proportions of eligible four-year-olds in VPI have lower rates of children identified as not ready for kindergarten according to their PALS scores.<sup>14</sup>



**Children from disadvantaged backgrounds who were able to participate in high quality preschool face less of an “achievement gap” and have more success in their later school years.**

Results from city (e.g. Chicago Public Schools) and state preschool initiatives (e.g. New Jersey) that have been taken to scale also document long-lasting impacts. For example, follow up on graduates of the New Jersey Abbott preschool initiative for the 31 poorest school divisions in the state showed that participation in the four-year-old program year reduced the achievement gap by 10-20 percent between minority and white children as measured by fourth and fifth grade assessments of language arts and literacy, math, and science skills.<sup>15</sup> An overarching analysis of multiple rigorous studies of early education programs showed continued positive impacts on measures of social-emotional development and educational success, such as reductions in grade retention and increased high school graduation rates.<sup>16</sup> A review of data for Virginia’s children in 2007 found that economically disadvantaged children who had experienced some public preschool – including VPI – prior to school entry had higher average scores on the Standards of Learning exams in third grade than similarly at-risk children who had not participated in public preschool programs.<sup>17</sup>

“ Economically disadvantaged children who had experienced some public preschool – including VPI – prior to school entry had higher average scores on the Standards of Learning exams... ”

**Families who utilize high quality preschool programs can grow in their own capacity to support their children’s learning and development, as well as access screenings, referrals, and services to benefit their children.**

Parents are children’s first and most important teachers; neuroscientists have documented the strong role that parent and primary caregiver relationships play in promoting healthy brain development from an early age.<sup>18</sup> Parent partnerships play an important role in VPI; programs are required to involve parents in programs, communicate regularly, and provide information on child development. Further, VPI programs provide health and developmental screenings for children and assist parents with referrals and accessing services when problems are identified.<sup>19</sup> Children in low-income families are more likely to have compromised health and development, but nationally, fewer than half of children under age 18 who have a developmental disability or behavioral issue are identified before entering school.<sup>20</sup>

**School divisions may lower the rates of children in special education or repeating a grade by expanding access to preschool.**

Evaluations of state preschool programs have found reduced rates of special education<sup>21</sup> and grade retention<sup>22</sup> for cohorts of children who participate in state preschool programs compared to those who do not. This in turn can reduce education costs in a division. In Virginia, current annual costs for grade repetition in K-3rd grade approach \$80 million. Assessment of children using the Phonological Awareness Literacy Screening (PALS) found that VPI graduates had lower rates of need for intervention (8 percent) compared to other children entering kindergarten who did not participate in any formal early learning programs before school entry (27 percent) and the statewide average (12 percent).<sup>23</sup> (See chart next page.) When surveyed, over 70 percent of participating Virginia kindergarten teachers felt that having experienced VPI meant their students were “very well prepared” for school.<sup>24</sup>

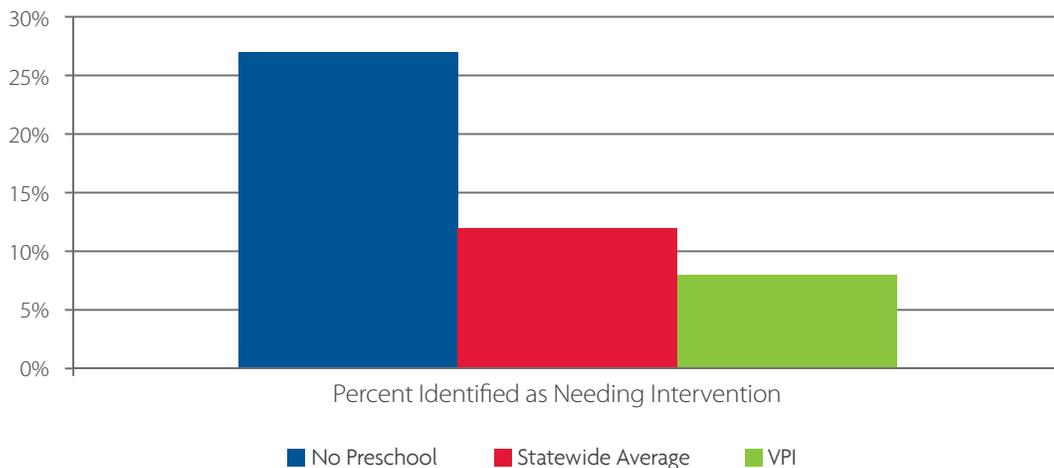




## Kindergarten Students Identified as Needing Intervention

Fall 2011

Kindergarten Phonological Awareness Literacy Screening (PALS)



“Over 70 percent of participating Virginia kindergarten teachers felt that having experienced VPI meant their students were “very well prepared” for school.”

**Communities and the state can benefit from the long-term effects of high quality preschool, including higher rates of employment and earnings.** Participation in high quality preschool at age four could lead to an increase of future earnings of 6-10 percent for very low-income children, according to Tim Bartik, a senior economist at the Upjohn Institute for Employment Research.<sup>25</sup> Economists at the Federal Reserve Bank of Minnesota found that an initial investment in a high-quality preschool program and enriched education through third grade yields a 16 percent return rate, with 80 percent of the benefits accruing to society at large, not just the individual participant.<sup>26</sup> For example, the estimated life-time tangible cost of a child not completing high school is \$250,000.<sup>27</sup> As stated above, participation in high quality preschool is associated with higher rates of graduation.

# ★ VPI: State Program Requirements and Areas of Local Discretion

According to the 2013-2014 Application Guidelines for VPI the key required program components are:

A quality preschool education, which includes:

- A curriculum aligned with the *Foundation Blocks for Early Learning* and designed to address the learning needs of young children;
- A group size limit of 18 and a child/staff ratio of 9:1;
- A minimum of half day for the entire school year;
- Qualified staff; and
- Assessment procedures.

Partnerships with parents shown by:

- Their inclusion in program planning and program activities to the extent possible;
- The planning for regular, frequent communication with individual parents and parents as a group; and
- The availability of resource materials to them on topics such as parent-child relationships or child behavior.

Health services for participating children required at the time of entry or during the program year include:

- Full immunizations;
- Vision, hearing, and dental screenings;
- Complete physical health evaluations;
- Periodic check-ups; and
- Eyeglasses, hearing aids, or other assistive devices when necessary.



**“ VPI graduates had lower rates of need for intervention (8 percent) compared to the statewide average (12 percent). ”**

Social services for the program year for families of participating children include the identification of services available from sources other than government that may be utilized to support families.

Transportation services are provided for every child to and from the program and as required to access necessary support services.

Funding is distributed by the Department of Education to localities (through the chief administrator of the local government agency or school division) to:

1. Establish or expand quality, comprehensive preschool programs in public schools or community sites;
2. Purchase quality preschool education programs and services for at-risk four-year-old children from existing providers;
3. Expand existing quality programs to serve more children; and
4. Upgrade existing programs to meet criteria for comprehensive, quality preschool programs to include new, unserved children.

Local divisions also have some discretion with regard to how they use VPI funding, including:

- Defining local criteria for eligibility;
- Deciding whether to offer full- or half-school day preschool;
- Selecting curriculum, as long as it is aligned with the *Foundation Blocks for Early Learning* (which are currently being revised by the Department of Education);
- Ensuring specific teacher qualifications;
- Determining how families can access the system and where services are delivered.



## Findings from the Virginia Preschool Pilot Initiative

In 2007-2008, 10 Virginia localities engaged in a one-year pilot to examine the feasibility of offering state-funded prekindergarten using diverse delivery systems. Local collaborations had the flexibility to administer VPI by or through local school readiness collaboratives rather than solely by a school division. They were encouraged to braid funding streams to reach more children or provide more wrap-around and support services and to partner with community-based, private preschools.

A team from Virginia Tech completed an evaluation of the pilot. Effective local collaborations were observed to have:

- The appropriate members involved in the process;
- An effective decision-making process in place;
- Adequately defined roles;
- Quality leadership;
- Well-established goals;
- High levels of member commitment;
- Effective communication processes; and
- Requisite stock of social capital, e.g. mutual trust and shared vision

Localities increased the number of eligible children served by 10 percent. In particular, these models often allowed children to participate in preschool at a program that also served their parents' need for full-day, full-year care in order to work. Other findings included:

- Participation appeared to benefit students' pre-literacy and pre-numeracy skills.
- Local leaders viewed collaboration positively and thought it helped them to provide quality improvements and resources to programs. According to John Freeman of the Department of Social Services in Albemarle County: "The pilot brought the schools and social services together and encouraged us to innovate and overcome institutional barriers. We have encouraged shared responsibility for school readiness across the schools and the community partners."

*Source: Bradburn, I., Hawdon, J., and Sedgwick, D. (2008). The Commonwealth of Virginia's Preschool Pilot Initiative: A Final Report Prepared on Behalf of the Virginia Department of Education. Chapter 5. Virginia Polytechnic Institute and State University.*

# ★ Steps to Guide Community Planning to Implement a VPI Program



Conversations with local leaders who have experienced success in implementing a VPI program suggest three essential steps:

- Bringing diverse stakeholders together.
- Developing a plan to integrate and leverage local programs to provide high quality, comprehensive preschool.
- Financing the full cost of high quality preschool.

This section provides an overview of common challenges and ways they may be overcome in local communities and ways some communities have chosen to address them.

## Bringing Diverse Stakeholders Together

The importance of bringing together diverse stakeholders to best utilize local resources is a fundamental principle of VPI. Every year, 129 Virginia jurisdictions have the opportunity to submit a plan to use VPI funding to the Virginia Department of Education through the chief administrator. The chief administrator, in conjunction with the school

“Public-private partnerships like Smart Beginnings can play an important role in providing a table for discussions about promoting school readiness.”

superintendent, is responsible for identifying a lead agency, and services may be provided by schools and/or community based organizations. According to the authorizing language in the 2012-2014 Biennial Budget as adopted by the 2013 General Assembly: “The proposal must demonstrate coordination with all parties necessary for the successful delivery of comprehensive services, including the schools, child care providers, local social services agency, Head Start, local health department, and other groups identified by the lead agency.” All but four VPI programs are operated by school systems. The exceptions are Albemarle, Fairfax, Fauquier, and Richmond Counties.

Public-private partnerships like Smart Beginnings can play an important role in providing a table for discussions about promoting school readiness. The Virginia Early Childhood Foundation has supported the start of Smart Beginnings initiatives of local leaders across the state covering a footprint of 100 communities. Smart Beginnings teams are diverse, including (but not limited to) senior representatives from business, the school system, local government, the faith community, Head Start, child care, higher education institutions, health and mental health, family support, and early intervention. These teams can facilitate reaching the most vulnerable parents and families through diverse channels of communication, identifying and forming partnerships with private providers, integrating Head Start with Virginia Preschool Initiative programs, securing and sustaining transportation, wraparound services, physical, mental, and dental health services, and other needed supports in VPI programs.

Coordinating across early childhood systems and services can result in more effective use of local resources to benefit children and families. For example, sharing information on how many four-year-olds are currently in different early care and education settings (centers, family child care, Head Start, schools, and other settings) in the community and whether/how different service systems reach them or their parents can inform how a community plans for recruitment and intake. Departments of Local health agencies can inform the requirements to provide vision, hearing, and dental screening. Head Start agencies have long histories of developing partnerships with parents of low-income children, and access to federally-sponsored research and resources on best practices in this area.

Local leaders interviewed for this guide say that communication and relationship-building are critical to success, and urge others to take the time for these steps. Before divisions can plan for effective use of resources, stakeholders will need to become more familiar with each other, e.g. missions, services provided, focus populations, and funding sources and requirements. Each stakeholder must come to the table with an open mind about what might work to maximize local resources. Leaders may need to let go of preconceived notions to build trust and brainstorm new solutions together. Most likely all stakeholders believe in the goal of increasing access to high quality preschool for at-risk children, but they may have different ideas about how to achieve that goal. Common steps in facilitating a planning group are:

1. Discuss and agree upon a set of principles for the community's early childhood network. With this clear vision in place, the work of the leaders will be more focused.
2. Conduct (or refer to a recently developed) environmental scan of the resources and services currently available, as well as an assessment of need, gaps, and barriers specific to the community.
3. Establish a working understanding of the standards, requirements, eligibility, financing, and other key aspects of each program and sector at the table.

For a more detailed discussion of process, see Appendix One.



## Collaborative Planning Teams May Include:

- The local chief administrator;
- School superintendent;
- Head Start;
- Local or regional health department representative;
- Child care providers;
- Local social services agency;
- Early intervention and special education representatives;
- Child care resource and referral agencies;
- Early childhood technical assistance providers, including Star Quality Rating System coordinators or regional hubs;
- Providers of professional development for early childhood practitioners;
- Two- and four-year colleges and universities that offer courses in relevant fields, including early childhood and special education, or that have on-campus child care centers;
- United Ways;
- Libraries;
- Family literacy providers;
- Parents;
- Agencies serving homeless families;
- Local immigrant or refugee associations or services;
- Military family services;
- Community and business leaders.

## Developing a Plan to Integrate and Leverage Local Programs to Provide High Quality, Comprehensive Preschool

In any collaboration of diverse stakeholders it can be difficult to make the leap from brainstorming to commitment to sharing responsibility for provision of a program. The Department of Education offers “technical assistance for the administration of this grant program to provide assistance to localities in developing a comprehensive, coordinated, quality preschool program for serving at-risk four-year-old children.”<sup>28</sup> According to the authorizing language in the 2012-2014 Biennial Budget as adopted by the 2013 General Assembly: “The lead agency shall be responsible for developing a local plan for the delivery of quality preschool services to at-risk children which demonstrates the coordination of resources and the combination of funding streams in an effort to serve the greatest number of at-risk four-year-old children.”

Stakeholders have the opportunity to discuss the details, for example:

**Review decisions left to local discretion in VPI program design (see list top of page 10) and determine what will work for your community.**

Early childhood programs have different rules that can shape thinking about key decision points. For example:

*“At-risk” eligibility and priority:* Public schools are available to all children in a community, but may wish to focus preschool resources on populations identified as entering kindergarten least ready for school based on their local data. VPI allocation determinations at the state level are made based on a formula that acknowledges free lunch eligibility, yet local school divisions are allowed flexibility in determining risk criteria for eligibility for VPI services. (For some examples of divisions’ lists of risk criteria, see Appendix Two) Federal Head Start grantees follow federal eligibility rules, which allow them to serve children under the Federal Poverty Level, with provisions to extend eligibility to 130 percent of poverty for up to 35 percent of children served if they can show those under FPL are fully served. Children who are homeless, who receive Temporary Assistance for Needy Families (TANF), or

“ **Local school divisions are allowed flexibility in determining risk criteria for eligibility for VPI services.** ”

who have a disability also qualify.<sup>29</sup> To qualify for child care assistance in Virginia, children and families must be income eligible and working or participating in an education or training program leading to employment; be a TANF recipient who is working; be a VIEW (Virginia Initiative for Employment not Welfare) participant or be a family with a Head Start child whose parent is working or participating in an approved education or training program. Beyond thinking about priority populations, these program eligibility differences come into play when determining which program’s funding can touch which child (see Funding section below).

*Teacher qualifications:* Local leaders say that the responsibility of setting and achieving VPI teacher qualifications is challenging. VPI guidelines do not specify education and licensure requirements, though school division administrators may strive to hire certified teachers with Bachelor’s degrees to lead VPI classrooms. However, when partnering with private child care programs to deliver VPI services, community leaders recognize that there are differences in the education, training, and licensure systems for practitioners in the formal public education system compared with the private child care industry.





## Supporting Effective Teaching for Preschool Learners

In the early childhood field there is a national debate about the extent to which requirements for a bachelor's degree for preschool teachers can predict improved learning and academic skills for young children, and concern that typical teacher preparation programs lack focus on age-appropriate teaching strategies.

Over the course of the last decade, researchers have sought to identify the qualifications that lead to effective teaching in preschool settings. Years of research that linked higher levels of education to better quality fueled significant movement toward requiring bachelor's degrees for preschool teachers. However, more recent research did not show a direct connection between education level and improved outcomes. There are many theories as to why this may occur, including concerns that coursework and requirements for some degrees or school licensure may not be specific to the developmental needs of preschool children. Another critical issue is preparing teachers for the children they will encounter; for example, demographics among the at-risk child population may include more dual language learners than in the past.

Steve Barnett, director of the National Institute for Early Education Research (NIEER), continues to promote bachelor-degreed lead teachers as one of 10 quality standards that state preschool programs should strive to reach. In an article in the 2012 Handbook of Early Childhood Education edited by Robert C. Pianta, W. Steven Barnett, Laura M. Justice and Susan M. Sheridan, Barnett asserts that "while findings may not be conclusive, a considerable body of research indicates that children whose lead teachers have a bachelor's degree and specialization in preK education have better academic outcomes." (Barnett, 2003; Burchinal, Cryer, Clifford, & Howes, 2002.)

NIEER's State of Preschool Yearbook for 2012 indicates that only 58 percent of programs nationally require that all lead teachers have a bachelor's degree and that "low qualifications requirements typically are linked to low salaries and inadequate funding." (Barnett, S., Carolan, M., Fitzgerald, J. & Squires, J., The State of Preschool 2012. National Institute of Early Education Research.)

National experts are calling for more focus on content and quality of teacher preparation programs, ongoing on-the-job support and learning for teachers once in the classroom, and quality of the work environment and compensation to promote teacher well-being. Dr. Robert Pianta, Dean of the Curry School of Education at the University of Virginia and Founding Director, Center for Advanced Study of Teaching and Learning, has been at the forefront of this issue. His research has focused on the importance of improving and tracking teacher-child interactions to promote child outcomes.

As we thoughtfully consider and address this issue in Virginia, NIEER reports that the majority of states with mixed delivery preschool systems have different requirements for public school teachers and for private care providers. The difference reflects acknowledgement of the complex dynamics of merging public school culture with private child care market forces. In Virginia, the Star Quality rating system has been developed with an eye to assessing quality in diverse classrooms and mitigating the differentiated requirements while still ensuring quality.

For more information on this issue, see:

Early, D. et. al. (2007). *Teachers' Education, Classroom Quality, and Young Children's Academic Skills: Results from Seven Studies of Preschool Programs.* Child Development, March/April 2007, Volume 78, Number 2, Pages 558 – 580.

National Center for Research on Early Childhood Education. (2010). *Promoting Children's School Readiness: Rethinking the Levers for Change.* University of Virginia. Retrieved from: [http://ncrece.org/wordpress/wp-content/uploads/2010/03/NCRECEInFocus\\_v1n1.pdf](http://ncrece.org/wordpress/wp-content/uploads/2010/03/NCRECEInFocus_v1n1.pdf).

Whitebook, M. and Ryan, S. (2011) Degrees in Context: Asking the Right Questions about Preparing Skilled and Effective Teachers of Young Children. National Institute for Early Education Research. Retrieved from <http://nieer.org/resources/policybriefs/23.pdf>.



Because the Virginia Preschool Initiative was designed to support very young children at risk of school failure, teachers in these programs need training and experience that prepare them for working with at-risk preschoolers.

There are intentional strategies available for bridging the differences among program types to ensure the full array of partners needed to serve communities' young children. Collaborating leaders in communities dedicated to including high quality private child care in VPI service delivery may wish to consider these strategies:

**“ Because the Virginia Preschool Initiative was designed to support very young children at risk of school failure, teachers in these programs need training and experience that prepare them for working with at-risk preschoolers. ”**

- Utilize the Virginia Star Quality Initiative to identify early learning programs that are focused on continuous quality improvement, especially those whose star ratings reflect effective teacher-child interactions and focused achievement in training and education of teachers. These star-rated programs may be readily considered by school system leaders as viable partners for VPI delivery.
- Ensure that the child care program's director has a degree, credential, or relevant professional development achievement. A director's commitment

to focused professional development and specialized training for all staff builds confidence in the program's level of quality, and enhances the educational leadership in these settings.

In the meantime, Virginia's leaders have the opportunity for strategic understanding of professional competencies that best support school readiness in young children, including:

- thoughtful discussion that builds on the latest research and national conversation about the qualifications and specialized training that best contributes to effective teaching,
- development and/or utilization of standardized, carefully-constructed training modules that support practitioners' knowledge and skill development in the specific aspects of effective teaching and learning for preschool-aged children, and
- a system of certification or designation for achievement in education/training that accommodates preschool practitioners in both the child care community and the school system.

Ultimately, leaders must agree on the goal of increasing access to preschool options for young children, and work together to ensure that services are provided by adults with the specialized training needed to support at-risk children's learning and development.

*How many hours a day and days per year to operate.* The language adopted by the General Assembly in the Appropriation Act defines half-day programs as those providing a minimum of three hours of classroom instructional time per day and full-day programs for a minimum of five and one-half instructional hours, excluding breaks for lunch or recess. VPI preschool programs are expected to operate for a school year – 180 days. However, some localities report that a local needs assessment revealed a high number of at-risk children with working parents who need full-day, full-year care. Communities should consider whether blending funds to offer preschool in private provider settings can help them to create a model that addresses both the child’s need for high quality preschool and the family need for child care. In addition, there is some evidence that more extensive exposure to preschool programs – full day services - can strengthen the benefits for children. A rigorous random-assignment study conducted by the National Institute of Early Education Research found that low-income children who attended preschool programs of similar quality for 8 hours a day and 45 weeks a year made greater gains in measures of their math, literacy, and vocabulary skills than a comparison group of children who attended 2.5 to 3 hour a day programs for 41 weeks.<sup>30</sup>

***Determine which local stakeholders currently have the expertise, capacity, and/or space to provide required program components of VPI.*** Required VPI components include high quality early education, partnerships with parents, health screening and services, social services, and transportation. Public school divisions and federal Head Start programs have requirements they must follow when they spend their funds providing one of these services, even if other funds are being used to pay for the child’s enrollment as well. Issues to discuss include:

*Experience with preschool education:* School division leaders may turn to established community based organizations as experts to ensure comprehensive preschool services. For example, when the City of Alexandria first assumed responsibility for VPI, they contracted with The Campagna Center – a long established agency that operates Head Start – to operate a preschool classroom (*See profile on page 25*). In Augusta County, the schools had operated a small number of preschool programs and have been able to braid VPI with Head Start resources to expand to all elementary schools in the division.

*Partnerships with parents, health, and social services:* Several local partnerships model comprehensive services on the extensive federal Head Start Performance Standards that are specifically designed to service poor children and families. When federal Head Start dollars are part of the preschool partnership, they bring along access to federal guidance and practices for ensuring adherence to the standards.

*Transportation:* Transportation is a required component of VPI; however, some local leaders expressed concerns that the existing public school transportation fleet is not equipped to serve four-year-olds. Federal Head Start programs are not required to provide transportation, but if they do must follow regulations for appropriate child safety restraint systems and hire monitors to ride on the bus and escort children safely on and off to an approved parent or other caretaker.<sup>31</sup>



**Consider models that deliver high quality preschool with community child care partners that can also meet families' needs for full-day, full-year care.** Some communities have found that a high proportion of at-risk preschool age children are in families that need safe, high quality care for their children beyond the typical schedule for preschool programs. Parents may also prefer trusted community providers to care for their children, and may be nervous about sending their very young children to elementary school campuses. In these cases, the community collaborative may choose to offer some of their VPI slots in private settings. Findings from the Preschool Pilot study showed that collaboration with private child care providers can promote an intentional focus on teaching quality in these settings, including use of curriculum aligned with Foundation Blocks and assessment to improve practices with children.

“Some communities have found that a high proportion of at-risk preschool age children are in families that need safe, high quality care for their children beyond the typical schedule for preschool programs.”

Collaborations also brought resources to screen children for development delays and help families access therapeutic services that allowed some preschoolers to remain in the child care setting despite some challenging behaviors.<sup>32</sup>

*Child care centers:* In the City of Alexandria the public schools have partnerships with four private child care providers. The private centers are all accredited by the National Association for the Education of Young Children (NAEYC) and have three or more stars in Virginia's Star Quality Initiative, a quality rating and improvement system that assesses and improves the quality of early care and education settings. Participating in Star Quality gives providers access to quality enhancement resources and mentoring that benefits VPI children. Through innovative funding strategies, the private centers offer full work day services if needed by families.

**Integrate with existing early childhood systems to enhance VPI delivery.** To collaborate with non-public school settings for delivery of early childhood services, it will be important to assure and maintain quality standards in participating settings. Across the state, Smart Beginnings initiatives have supported the implementation of the Virginia Star Quality Initiative as a rating system for early care and education settings. Participating



## VPI Funding: FAQs

### How are grants distributed?

To localities based on an allocation formula that estimates the number of at-risk four-year-olds not served by Head Start.

### How is the number of at-risk four year olds calculated?

The percentage of children eligible for Free Lunch (less than 130 percent of FPL) out of the total projected kindergarten enrollment for the coming year minus the number of four-year-olds served in Head Start in that area for the current year.

### What figure is used to estimate the cost per child for VPI?

\$6,000 for a full school day (total state and local share per child)

### How is local match calculated?

A composite index that estimates local ability to pay is applied to the \$6,000 amount. The maximum local match is capped at \$3,000 per child.

### What may be used for local match?

75% cash – local dollars used for an existing or new program that meets or will meet VPI standards.

25% in-kind - cash outlays that are made by the locality that benefit the program, but are not directly charged to the program.

### May VPI be used to renovate a preschool classroom?

No, VPI may not be used for capital outlays but one-time start-up/expansion funds are available for expenses such as professional development, curriculum, or classroom materials.



programs are evaluated on the quality of services they provide to children and families, using information from observations of their teacher-child interactions and learning environments and about their staff qualifications and ratios. Higher Star Ratings indicate higher levels of quality, and programs are eligible to be re-evaluated every two years, at no cost to the program. Independent VSQI evaluations in the form of Star Ratings could provide valuable information to administrators about all VPI classrooms, regardless of the setting.

Programs that participate in VSQI are engaged in quality improvement and receive individualized coaching, feedback on their classroom interactions, access to mentorship on the principles of interacting with children in ways that support learning and development, and support for professional development. VSQI programs that meet the appropriate qualifications for delivery of VPI would make excellent partners to maximize available public funding and serve children and families who are currently unable to access these resources.

Integration of VPI-funded classrooms or slots into private childcare settings would also benefit the early childhood system as a whole, opening high quality preschool experiences to at-risk children who may not otherwise have access. Another benefit is a reduction in competition between the private and public offerings in the early childhood market. Private child care programs are often dependent on four-year-old enrollment to help support the cost of high ratios required for providing infant care. Should VPI slots expand exclusively in the public-school settings, this is likely to have an effect on private child care providers, who may no longer be able to afford to serve as many infants in their programs, and contributing to the shortage of quality infant care.

***Make the system coherent and accessible for families.*** As complicated as collaborative preschool partnerships are for those involved in the planning, they are even more confusing to parents. Local leaders strive to make it easier on parents by relieving them of the details of the funding combinations that go into their child's preschool to the maximum extent possible.

*Keep children's eligibility and funding sources behind the scenes.* Augusta County preschool administrators try to keep families and even the teachers unaware of what funding supports which child, and in general all children in a classroom receive early education and comprehensive services according to the highest program standards that apply to any one child in the class.<sup>33</sup>

*Develop uniform applications and a coordinated point of entry.* Parents exploring preschool options may be asked to fill out multiple sets of paperwork. By taking questions that are common to all the applications to create a joint application and simplifying the process, local leaders can try to ease the process of establishing eligibility. For example, the Hanover County Preschool Initiative has developed a joint application process for preschool and Head Start. Selection criteria are the same for both with the exception of income.<sup>34</sup>

As described above and throughout this guide there are multiple program models for expanding access to high quality preschool and comprehensive services. Appendix Two contains sample Memoranda of Agreement to help describe current partnerships and show how they have clearly stated the roles and responsibilities of each partner in delivering aspects of the VPI program. Local leaders strongly recommend this step to reduce surprises down the road in how the program is actually implemented. As Amy Hatheway of TAP Head Start says, "Every community is unique and the solution will need to be appropriate for that context."<sup>35</sup>





## Financing: Models and Strategies

The VPI program is financed by a state-to-local match formula using a composite index that estimates local ability-to-pay. The estimated total cost per child used for state calculations is \$6,000 (total state and local share), set in FY 2008-2009 and not increased since then. Localities are expected to appropriate or designate public funding for the local cash match (75 percent). In-kind expenditures may make up the other 25 percent of the match requirement (see *VPI Funding FAQs page 17*). Localities may not supplant current expenditures. According to the authorizing language in the 2012-2014 Biennial Budget as adopted by the 2013 General Assembly: "Local plans must provide clear methods of service coordination for the purpose of reducing the per child cost for the service, increasing the number of at-risk children served and/or extending services for the entire year."

Developing these collaborative funding strategies - commonly known as braiding - takes time and dedication. Local planners considering financing strategies for creating or expanding high quality preschool using VPI funds will want to consider the following questions:

### ***What is the true cost of providing high quality preschool that meets VPI requirements and local goals for children and families?***

The cost of providing high quality preschool will vary by division according to local factors. One such factor is the cost of living, which varies across rural, suburban, and urban areas. If teacher salaries are not adequate it is difficult to attract high quality teachers to a locality. The average salary for preschool teachers

in Virginia in 2012 was \$31,180 (for child care workers it was \$20,620).<sup>36</sup> Research conducted by the Joint Legislative Audit and Review Commission (JLARC) in 2007 found that 40 out of 78 divisions surveyed thought the VPI amount at the time - \$5,700 - was too low. Most of those who thought the amount was sufficient were in rural areas and most who said insufficient were not in rural areas.<sup>37</sup>

Given the difference in reported cost of providing high quality preschool around the state (see Table: What is the True Cost of High Quality Preschool?), it has been suggested that payment levels should vary by county to reflect the true differences in the cost of living and salaries.<sup>38</sup>

**“The VPI program is financed by a state-to-local match formula using a composite index that estimates local ability-to-pay. The estimated total cost per child used for state calculations is \$6,000, set in FY 2008-2009 and not increased since then.”**

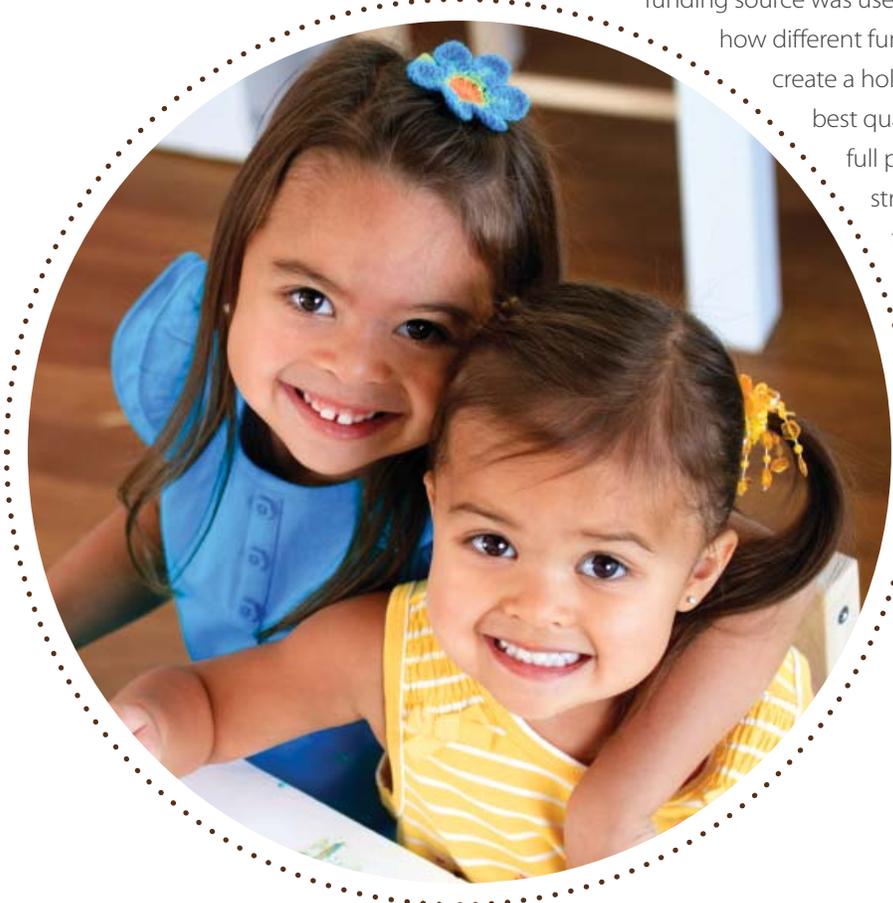
## What is the True Cost of High Quality Preschool?

Amount Used to Calculate VPI Per Child	Estimated K-12 Per Pupil <i>(2007 JLARC Report)</i>	Average Estimate Based on Survey of 78 Divisions <i>(2007 JLARC Report)</i>	Average Cost of Child Care for 4-year old in Virginia, January 2012 <sup>39</sup>
\$6,000	\$7,920	\$6,053 - Rural division average \$7,058 - Suburban division average \$7,883 - Urban division average	\$8,296 Center-based \$7,447 Family child care

Local leaders interviewed for the case studies included in this guide said that the amount of VPI funding received from the state is insufficient to provide high quality preschool without additional collaboration and innovative funding. As an example, according to Carol Farrell, the cost of care for a preschooler in Alexandria is at least \$9,950 per year. Farrell, who is Chief of the Early Childhood Division at the Department of Community and Human Services for the City of Alexandria, coordinated VPI until operation of the program transitioned to the school system two years ago. With \$3,000 in funding from the state for VPI services per child, Farrell found that the City therefore needed to identify nearly \$7,000 from other sources to serve each child (*see profile, page 25*).<sup>40</sup>

**What are the pros and cons of using specific funding sources to pay for VPI?** It is important to match the funding source to its allowable uses and understand what kind of monitoring and reporting are required of programs using those funds. While at one time the concept of “wrapping around” meant layering funding to pay for different portions of a child’s day (often meaning the quality of care or education of the teachers varied according to which

funding source was used) today’s collaborations are thinking about how different funding sources can be blended/braided to create a holistic program in which all children receive the best quality of care all day. However, that means the full program will likely need to follow the most stringent standards and rules attached to various funding streams. The following table describes some of the key considerations for some common funding sources.





Funding Source	Purpose	Considerations
<p><b>Virginia Child Care Assistance</b></p> <p><b>Administered by County/City Departments of Social Services</b></p>	<p>To pay for child care so that parents can work or participate in education or training.</p> <p><i>Eligibility:</i> Parents must meet income and work/education/training requirements to sustain eligibility. Families in protective care must meet income eligibility requirement. Those participating in TANF work activities and the Virginia Initiative for Employment not Welfare (VIEW) are categorically eligible. In most Virginia counties, income must be between 150–250% FPL for the size of the family. Many counties maintain waiting lists.</p>	<p><i>Gaps in eligibility:</i> In Virginia, families must re-establish their eligibility after 12 months, and report changes during that time that may result in subsidy loss. Federal guidance has clarified that states may set subsidy eligibility and re-determination policies to encourage longer duration of care for children within certain parameters, including partnerships with Head Start and state preschool.<sup>41</sup></p> <p><i>Fees:</i> A copayment is required unless the families are categorically eligible or are receiving subsidy as part of the Head Start wraparound program.</p> <p><i>Low rates:</i> Licensed providers receive a payment rate for preschool children set at the 39th percentile of the latest child care market rate.</p>
<p><b>Federal Head Start</b></p> <p><b>Administered by federal Head Start grantees</b></p>	<p>To provide early education and comprehensive services to enrolled children and their families, which include health, nutrition, social, and other services determined to be necessary by family needs assessments.</p> <p><i>Eligibility:</i> Children living in poverty, with provisions to extend eligibility to 130 percent of poverty for up to 35% of children served if they can show those under FPL are fully served. Children who are homeless, who receive TANF, or who have a disability also qualify. Many grantees maintain waiting lists.</p>	<p><i>Continuity of eligibility:</i> Once a child is found eligible they may remain in the program until school age regardless of changes in family income and work status.</p> <p><i>Comprehensive Program Performance Standards:</i> A Head Start dollar in a classroom triggers all the federally set requirements for education and comprehensive services.</p> <p><i>No fees allowed:</i> Head Start families may not be charged a fee for core services.</p>

Funding Source	Purpose	Considerations
<p><b>Title I of the Elementary and Secondary Education Act</b></p> <p><b>Administered by the State Education Agency (SEA)</b></p>	<p>To ensure that all children have a fair, equal, and significant opportunity to obtain a high-quality education.</p> <p><i>Eligibility:</i> Any Title I LEA or school may use the funds to operate, in whole or in part, a preschool program to improve cognitive, health, and social-emotional outcomes for eligible children below the grade at which an LEA provides a free public elementary education. Schools with 40% or more low-income children may operate a school-wide program and don't have to verify individual child eligibility. Otherwise schools must develop policies and procedures identifying preschool children most at risk to participate. Any child who participated in Head Start or another Title I preschool in the past two years is categorically eligible.</p>	<p>Funds may be used in non-school programs: According to federal guidance,<sup>42</sup> an LEA or school may use Title I funds to complement or extend Head Start programs, Child Care, State-funded preschool programs, or other community-based early learning programs for at-risk children. For example, funds may be used to pay for professional development for preschool teachers including those in early childhood programs serving children who will later attend an elementary school receiving Title I.</p> <p>Support for Broad Transition Planning: A school-wide program school must assist preschool children in the transition from early learning programs, such as Title I preschool programs, Head Start, IDEA programs, Child Care, State-funded preschool programs, and other preschool programs, to elementary school programs and must include in its comprehensive school-wide plan a description of how it will assist preschool children in this transition (ESEA section 1114(b)(1)(G); 34 C.F.R. § 200.28(e)).</p> <p>Funds may be used for minor facility improvements, comprehensive services, parental engagement, and other services.</p>
<p><b>Special Education funding from Part B, Section 619 of the Individuals with Disabilities Education Act</b></p> <p><b>Administered by the State Education Agency (SEA)</b></p>	<p>To provide grants to states to make special education and related services available to children with disabilities, ages 3 through 5 and, at a state's discretion, to 2-year-olds with disabilities who will turn 3 during the school year.<sup>43</sup> States turn the bulk of the funding over to LEAs.</p> <p>Permitted expenditures include the salaries of special education teachers and costs associated with related services, including, but not limited to, speech-language pathology services, physical and occupational therapy, psychological services, parent counseling and training, and social work services in schools.</p>	<p>Flexible use of funding in diverse early childhood settings: Funds may be used for the costs of special education and related services, and supplementary aids and services, provided in a regular class or other education-related setting to a child with a disability in accordance with the IEP of the child, even if one or more nondisabled children benefit from these services.</p>
<p><b>VPI</b></p> <p><b>Administered by the State Education Agency (SEA)</b></p>	<p>To provide high quality preschool to at-risk four-year-olds not currently served by Head Start.</p>	<p>Provides programs for at-risk four-year-old children, include high quality preschool education, health services, social services, parental involvement, and transportation.</p>

## ★ Conclusion

Participation in high quality preschool can benefit children, families, schools, and communities across the Commonwealth of Virginia. Unfortunately, almost a third of children eligible for VPI are currently unable to participate. In surveys, localities report that difficulty or inability to meet the required local match; insufficient space in school facilities; and small numbers of eligible children have prevented them from drawing down some or all of the funds appropriated by the legislature. Interviewees identified additional issues they needed to overcome. The following are some strategies that might address the common barriers localities may face:

“Unfortunately, almost a third of children eligible for VPI are currently unable to participate.”

### **Securing Local Match:**

Local match dollars can be raised through private donations to the county or city government and then appropriated as match for VPI. Another approach is to examine how locally appropriated dollars for a

service that would benefit VPI children could be used. For example, Alexandria counts local funding for support services such as family support workers (social workers) on site at participating centers and has counted AI's Pals training for VPI preschool teachers regarding social-emotional development of young children toward local match requirements.

**Identifying Additional Space:** Even if public schools lack the space, existing centers and Head Start providers may be able to serve at risk four year olds or have empty spots in their programs that VPI funding could be used to purchase. Depending on the number of children to be served, VPI funds could be used to establish a whole classroom or a smaller number of spots within an existing classroom. Multiple funding sources may be needed to ensure that the services meet or exceed VPI standards.

**Finding High Quality Child Care Providers with which to Partner:** In order to consider partnering with child care providers to serve children through VPI, it is essential that providers meet VPI requirements. Several initiatives in the state provide information on quality indicators that can be used to help make these decisions. National data indicate that 12 percent of child care centers are NAEYC accredited in Virginia.<sup>44</sup> The *Virginia Star Quality Initiative (VSQI)* has rated over 370 programs across the state, including 112 with four or five stars.<sup>45</sup> Currently, Star Ratings give information about a program's teacher qualifications and ratios, as well as ratings of the quality of teacher-child interactions and learning environment. Programs recognized by VSQI with a rating have access to mentorship, professional development, and other quality improvement activities, and are eligible to be re-evaluated every two years to assess program improvement.

**Supporting Professional Development:** Virginia's leaders have the opportunity to thoughtfully consider and support professional competencies that best promote school readiness in young children, building on the latest research about qualifications that contribute to





effective teaching. Ultimately, leaders must agree on the goal of increasing access to preschool options for young children, and work together to ensure that services are provided by adults with the specialized training needed to support at-risk children's learning and development.<sup>46</sup>

The case studies in this guide and the VPI Preschool Pilot evaluation are provided as examples of communities that have deployed innovative strategies by using braided funding and/or mixed delivery systems to leverage state and community resources and overcome common challenges. Children, families, schools, and the Commonwealth will benefit when leaders come together at the community and state levels to ensure that all children at-risk of school failure have the opportunity to participate in high quality preschool.

**Considering Policy Change:** VPI is a proven program improving outcomes for at-risk children. For years running, more resources have been allocated than are utilized because of barriers at the local level. Many communities and school divisions would benefit from refined legislative and state agency policies that achieve a balance between maintaining program excellence and easing access for children in communities across the Commonwealth.

“Children, families, schools, and the Commonwealth will benefit when leaders come together at the community and state levels to ensure that all children at-risk of school failure have the opportunity to participate in high quality preschool.”

# 1 Case Study One

## Alexandria City Public Schools - VPI in Elementary Schools and Child Care Centers

Alexandria City Public School (ACPS) has offered VPI through VPI through classrooms in four elementary schools and through partnerships with four private child care providers. The private centers that have participated are accredited by the National Association for the Education of Young Children (NAEYC) and have three or more stars in Virginia's Star Quality rating system. Full school day and school year services are provided through VPI in all settings, with private centers providing full work day and full year services as needed by families.

**Community Context:** Alexandria is a densely populated area with an economically and culturally diverse population and many private child care providers. When state VPI funding first became available, the Alexandria City Public Schools managed the program but it was soon transferred to the Department of Community and Human Services, which manages several children's services including the Child Day Care Fee System, the implementation of a local family child care ordinance, Part C and the Preschool Prevention Project which provides mental health early intervention and short-term treatment services. ACPS operated one VPI classroom during the first years of the program but was transferred to the Alexandria Head Start program when responsibility for VPI was transferred to the City. Private centers were interested in partnering with the city to deliver VPI, and they worked with City staff and the school system to braid a number of funding streams into a system of child care services. The current Superintendent of ACPS was interested in operating school-based preschool classrooms at elementary schools, which led to the current mix of classroom settings in both schools and private programs. The partnership with the division has led to an additional 11 classrooms or 176 students being added to VPI by fall of 2013.

**Financing:** For the partnership with child care centers, core funding comes from federal and state child care assistance dollars and a local scholarship fund. Families must qualify under state rules for the federally funded program. The City of Alexandria taps the local Alexandria Fund for Human Services to pay for key VPI components and to count toward the local match requirement. Expenditures include: support for five social workers on site at VPI participating private child care centers and expansion of quality preschool services to meet full work-day needs of parents. The local Scholarship for 4s also provides scholarships for children on the child care assistance waiting list who are four years old and qualify for VPI so that the program can draw down VPI dollars. In addition, other local funds and foundations dollars pay for ancillary services integrated into VPI, such as family support workers (social workers) on site, early childhood training for center staff, and AI's Pals ([www.wingspanworks.com/educational\\_programs/](http://www.wingspanworks.com/educational_programs/)) training and materials to assist early childhood teachers and staff foster social-emotional development and healthy decision-making among young children and their parents. VPI classrooms hosted within the division have access to the full range of school services including social workers, psychologists, counselors, and nurses.

**Challenges/Solutions:** A major challenge is meeting the state Department of Education's preference that teachers have a state teacher license. Private programs have staff who meet these qualifications and who provide support and management for the teachers in the classroom, but it is very difficult to find qualified staff at the salary and benefits level provided by private centers. Local leaders believe they are providing high quality preschool because all programs meet the standards of NAEYC and have at least a three star quality rating.

Presenting a coherent method of intake to families is a challenge with a mixed funding and delivery system. Schools are used to serving children within a certain geographical area. Head Start regions may cover multiple parts of a region based on the location of low income populations, and child care programs normally don't have any geographical limitation. Federal rules governing the Child Care and Development Block Grant (CCDBG) require that families qualifying for the Child Day Care Fee program have choices in where their children attend. Intake for the school-based VPI classrooms occurs through The Campagna Center which screens children for both Head Start and the school system's VPI program, each of which has their own income eligibility requirements. The Department of Human Services, Early Childhood Division provides a central point of entry, including a web site ([www.alexandriava.gov/childcare](http://www.alexandriava.gov/childcare)) with information for parents regarding what to look for in their search for child care, links to state licensing sites and other resources and a list of locally permitted family child care providers.

**Advice for Other VPI Implementers:** Value the partnership between the community and schools and build VPI plans that protect and nourish them. Invite everyone to the table in your community to plan. Consider the impact that competition between private and school based programs for four year olds has on the budgets and sustainability of private programs. At the same time, consider state law that requires funding provided through VDOE to pay salaries only for licensed teachers. The number of licensed teachers is a data point required in state reporting to receive funds.

**Augusta County Preschools**

[www.augusta.k12.va.us/Page/142](http://www.augusta.k12.va.us/Page/142)

In Augusta County, the school district and partners have braided VPI funds with several other sources to deliver high quality, inclusive preschool in every elementary school in the district. By networking school-based preschool with the federal Head Start program, the area offers a single point of entry and a combined single application ([www.augusta.k12.va.us/site/Default.aspx?PageID=146](http://www.augusta.k12.va.us/site/Default.aspx?PageID=146)). The local administrator, Andrea Riegel, says their model allows children to attend preschool in their home school, parents to begin to form relationships with the public school system before kindergarten, and comprehensive services to be delivered to all enrolled children. Children with identified disabilities are enrolled with their peers. All staff participates in similar professional development, regardless of funding stream. All classrooms follow the school calendar. In Augusta County, children who complete preschool consistently outscore children without any preschool experiences on measures of literacy upon kindergarten entry.

**Community Context:** Augusta County is the second largest county in Virginia. The child population is spread out over the rural area that is closer to West Virginia than Richmond. Prior to braiding funds, the school district operated twelve separate preschool classrooms; four were considered Head Start and six were considered Early Childhood Special Education and two were VPI. The overarching goals for initial planning for Augusta County Preschool were to blend classroom funding, combine high quality programming for children with special needs and typically developing peers, take away specific labels determined by funding streams, and provide comprehensive services for children and families.

**Financing:** Funding comes from multiple sources: a federal Head Start grant, federal funding for special education (Part B – Individuals with Disabilities Education Act), Virginia Preschool Initiative and local funds. The administrator works hard to ensure that children, families, and teachers do not identify individual children with specific funding streams. Planning for financing preschool services includes these steps:

- Determine the cost of personnel (lead teachers, assistants, and family support workers) needed for the program. Then determine which funding source pays for which personnel.
- Administratively determine the number of slots that are assigned to each funding source.
- Assume 18 children for each classroom.
- Determine a plan to pay for program expenses that addresses all needs.
- Require all classrooms to meet the highest program standards among the different funding sources. For example, classes may not have more than 18 children to meet VPI regulations even though federal Head Start allows classes of 20 children.

**Challenges/Solutions:** Early on, a key challenge was bringing preschool age children into elementary schools. The needs of four year old children differ from those of older students; for example, transportation needs for young children may involve car seats, riding buddies, or alternatives to the bus. School and administrative staff must develop an understanding of the range of development for preschool age children and related needs. Professional development to address best practice is vitally important and should be provided for principals, administrators, teachers and support staff to build this understanding. Recognizing and managing young children's behavioral needs can be another challenge, with different "rules" than those applied for older students. A team approach has allowed Augusta County to include all parties including parents in order to develop a positive plan for a high quality preschool program and to access all resources.

**Advice for Other VPI Implementers:** Conversations always need to center on what is best for children and families. Build relationships with partners and communicate, communicate, communicate on an ongoing basis. Make sure you are all fully aware of what is and isn't required by rules and regulations; sometimes misconceptions lead to unnecessary challenges. For example, local leaders believed that Head Start performance standards meant that a home visit had to be conducted prior to the start of the school year, but in actuality, regulations simply state that at least two home visits must be conducted per school year.

### Fairfax County - VPI Delivered Through Schools and Centers

In Fairfax County, VPI high quality preschool services are available in over 60 Fairfax County public schools and in 27 community-based programs. Fairfax County Public Schools administer the school-based programs and the Office for Children (OFC) administers the community-based programs. Currently, 1,119 children are enrolled in VPI throughout the county, 889 in Fairfax County public schools and 230 in community-based programs. VPI funds to support quality programming are braided with Child Care Development Fund, Title 1, and local funds.

**Community Context:** Fairfax County is a highly populated area with many private and for-profit early care and education programs. Children and families represent numerous cultural and linguistic backgrounds. When VPI funding first became available, local leaders wanted to integrate the dollars into existing child care programs and improve quality and access for preschool age children. OFC is also in the position of being both a local administrator of VPI funds and the county administrator for child care subsidy (and is also a federal Early Head Start and Head Start grantee). This allows OFC to coordinate policies across systems and facilitates communication between VPI and child care subsidy program managers. There is also a rich history of collaboration across early learning and development programs in the county.

**Financing:** Local match for VPI is funded by the county and the public schools. State child care subsidy dollars pay for child care in the community-based programs, following state and county rules for provider payment levels, data reporting, and other policies. VPI funds are used to pay for qualified specialists with masters and bachelor degrees who provide monitoring of VPI standards, support for quality improvement, and professional development opportunities for the VPI programs. Many VPI school- and community-based programs participate in the Virginia Star Quality Rating System. Funds are allocated carefully to ensure adherence to federal and state requirements for use of funds.

**Challenges/Solutions:** The expense of living and working in Fairfax County is much higher than most areas of Virginia, making the cost per child of high quality preschool reach as high as \$16,000 rather than the \$6,000 budgeted by the state legislature for a VPI slot. Drawing on multiple funding sources per child/program allows the OFC to offer many VPI slots, but local leaders would like to reach more children. According to Department of Education figures, the County was unable to draw down VPI funding that would have served 940 children in FY 2012.

Using child care subsidy dollars as the base funding for the VPI model in community-based programs is necessary to meet the real cost per child, but it brings challenges. Funding gaps occur when families lose eligibility for state child care subsidy (due to changes in income or work/education/training status). The OFC currently has a waiting list for child care subsidy as the funding available from the federal and state government for the Child Care and Development Block Grant does not meet demand.



### Total Action for Progress Head Start and VPI Partnerships

[www.tapintohope.org/programs/HeadStartProgram.html](http://www.tapintohope.org/programs/HeadStartProgram.html)

There are four different models of partnership between Total Action for Progress (TAP) Head Start and VPI programs across rural, suburban, and small city areas in western Virginia. TAP Head Start covers a wide swath of area and partners with Roanoke City Public Schools, Roanoke County, Covington City Public Schools, and Rockbridge County to bring comprehensive health, nutrition, and family supports services to children who are Head Start and VPI eligible in different arrangements. Amy Hatheway, Co-Vice President for Planning and Development at TAP, says the models require TAP to employ dedicated staff people who manage the education and comprehensive services components for the different communities. Models include:

- TAP purchases Head Start slots for eligible children in the Rockbridge County VPI classroom. Purchasing those slots brought up the numbers of children to make it financially feasible to operate VPI in that county.
- Children are dually enrolled in Head Start and VPI and served in classrooms operated by Roanoke County and City schools. TAP funding provides the comprehensive services to eligible Head Start children. Prior to VPI, TAP was not able to serve as many Head Start children in Roanoke County as were eligible because it was too expensive for TAP to operate enough full centers there. The partnership with the City has enabled more children to be served.
- Covington City Public Schools are able to operate a birth to 8th grade school by creatively braiding federal Early Head Start (for children birth to three), Head Start, VPI and local funds. The school system had space available to use for younger children, but had never done so before. Federal Early Head Start funding combined with local dollars pay for services and teachers respectively. TAP operates a federally funded Head Start program for three-year-olds and the school system gives the space and overhead costs as in-kind donations. VPI plus local dollars pay for the four-year-old classroom.

**Community Context:** When VPI funding became available, local planners had to consider how best to leverage existing locations of care for eligible children across this widespread and diverse area without forcing families to travel great distances for preschool. TAP Head Start wanted to partner so that Head Start-eligible children could receive high-quality early childhood education that was most affordable to Head Start. Also, VPI programs would not have to recreate the capacity to support families with comprehensive health, nutrition, and family services that the agency had expertise in delivering as part of the federal Head Start model for almost 50 years. “We needed to figure out how to meet the needs of children where they are,” says Ms. Hatheway.

**Financing:** In each of the communities, TAP and partners had to sit down and figure out which agencies and funding sources were best situated to be responsible for the necessary components of the VPI program specific to that community. The local match for VPI is provided by the local school systems. The core program costs of teacher salary and classroom are provided by the school system in Roanoke County and City, although TAP covers expenditures that are required in the federal Head Start model (e.g. family dining supplies and toothbrushes). In each model, the TAP funding is used to pay for comprehensive service delivery and support and monitor the participating classrooms are meeting federal Head Start education and program performance standards.

**Challenges/Solutions:** Building the various models of partnership took time and effort to build relationships and understanding of how VPI and Head Start programs were similar or different. Oftentimes perceived differences at the start of the process put up roadblocks that could only be overcome through ongoing communication and a focus on the end goals of meeting the needs of children and families.

**Advice for Other VPI Implementers:** Take the time to get stakeholders on board from the teachers and direct line staff to the school superintendent levels. Make sure you have people at the table who know their program requirements and are able to think creatively about what their funding sources allow and don't allow. Different program models will work better depending on the local context, available resources, and partners. Continuous intentional monitoring and conversation are necessary to maintain fidelity to your model and keep partnerships healthy in the long run.

## ★ APPENDIX ONE: A Tool for Community Discussion

Smart Beginnings leaders may serve as conveners and facilitators to bring relevant stakeholders (*see list page 12*) together. The following are steps to consider when convening diverse constituencies to discuss the development or expansion of VPI and preschool partnerships.

1. Establish shared principles and goals for what stakeholders want for preschoolers and families in your community.
2. Gather data on your community, for example:
  - a. demographics, needs, services, and service gaps for at-risk four-year-olds and their families.
  - b. where at risk preschool children live in the community and where existing programs and services are located.
  - c. Family beliefs, expectations, and needs for preschool and child care services through focus groups or surveys.
3. Exploring the data among partners, determine your local definition of “at-risk,” discerning the risk criteria list for eligibility for enrollment in VPI, based on the information gathered in step 3 above.
4. Share basic information about the programs that stakeholders represent, including eligibility requirements, program and practitioner standards, required components, and areas of flexibility under rules and regulations. Acknowledge the value and strengths that each program type brings to the table.
5. Identify relevant funding streams that are currently available and/or being used in the community and potential opportunities to draw down new or additional funding and/or to more effectively braid existing funds to finance the required components of VPI.
6. Develop a plan for ensuring greater access to high quality preschool for your communities’ unserved at-risk children. Consider questions such as:
  - a. How will families learn about preschool programs in the community? What will they be called?
  - b. How will families enter preschool programs and establish eligibility? Who will determine eligibility, and how can that process be made easy for families? Are there ways to streamline intake and eligibility processes across programs? Is a single-point-of-entry process possible among partners at the table?
  - c. Where will preschool services be located? Are there existing child care programs that can serve as partners in VPI delivery? Who will hire and pay teachers? How can you work together to support the highest level of competency for adults in early learning settings?
  - d. How will the various screening, health, and social service components be delivered, including family support workers? What partner organizations may be a part of these components? What funding sources can be tapped to pay for the various components?
  - e. What program standards will govern delivery of services and how will quality and fidelity to standards be monitored and measured?
  - f. What facilitates smooth transitions from preschool to kindergarten?



## ★ APPENDIX TWO: Sample Memoranda of Understanding/Agreement

Following are practical examples from local communities. The first set contains examples of contracts and/or memoranda of agreement for delivery of VPI services between school divisions and Head Start programs as well as between school divisions and child care programs. The second set provides examples of risk criteria that localities have determined to assist with enrolling four-year-olds in VPI programs.

### **Agreements for VPI Services:**

Alexandria City Public Schools and Child Care Center Contract for VPI Services

[www.smartbeginnings.org/Portals/5/PDFs/Alexandria\\_City\\_Public\\_Schools\\_and\\_Child\\_Care\\_Center\\_Contract\\_for\\_VPI\\_Services.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/Alexandria_City_Public_Schools_and_Child_Care_Center_Contract_for_VPI_Services.pdf)

Fairfax County and Child Care Center Contract for VPI Services

[www.smartbeginnings.org/Portals/5/PDFs/Fairfax\\_County\\_and\\_Child\\_Care\\_Center\\_Contract\\_for\\_VPI\\_Services.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/Fairfax_County_and_Child_Care_Center_Contract_for_VPI_Services.pdf)

LEA and HS Agreement for VPI Services

[www.smartbeginnings.org/Portals/5/PDFs/LEA\\_and\\_HS\\_Agreement\\_for\\_VPI\\_Services.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/LEA_and_HS_Agreement_for_VPI_Services.pdf)

Henrico County Public Schools and Head Start Contract for VPI Services

[www.smartbeginnings.org/Portals/5/PDFs/Henrico\\_County\\_Public\\_Schools\\_and\\_Head\\_Start\\_Contract\\_for\\_VPI\\_Services.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/Henrico_County_Public_Schools_and_Head_Start_Contract_for_VPI_Services.pdf)

### **VPI Risk Criteria List Examples:**

Augusta County Public Schools Risk List

[www.smartbeginnings.org/Portals/5/PDFs/VPI\\_Risk\\_Criteria\\_Augusta\\_County\\_Public\\_Schools.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/VPI_Risk_Criteria_Augusta_County_Public_Schools.pdf)

Bath County Public Schools Risk List

[www.smartbeginnings.org/Portals/5/PDFs/VPI\\_Risk\\_Criteria\\_Bath\\_County\\_Public\\_Schools.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/VPI_Risk_Criteria_Bath_County_Public_Schools.pdf)

Chesapeake Risk List

[www.smartbeginnings.org/Portals/5/PDFs/Chesapeake\\_VPI\\_Risk\\_Criteria.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/Chesapeake_VPI_Risk_Criteria.pdf)

Hampton Risk List

[www.smartbeginnings.org/Portals/5/PDFs/Hampton\\_VPI\\_Risk\\_Criteria.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/Hampton_VPI_Risk_Criteria.pdf)

Henrico County Public Schools Risk List

[www.smartbeginnings.org/Portals/5/PDFs/Henrico\\_County\\_VPI\\_Risk\\_Criteria.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/Henrico_County_VPI_Risk_Criteria.pdf)



## ★ APPENDIX THREE: Links to Relevant Resources and Research

### Virginia Department of Education

Virginia Preschool Initiative web page -

[www.doe.virginia.gov/instruction/early\\_childhood/](http://www.doe.virginia.gov/instruction/early_childhood/)

Appropriation Act Language - [www.doe.virginia.gov/instruction/early\\_childhood/preschool\\_initiative/appropriation\\_act\\_language.pdf](http://www.doe.virginia.gov/instruction/early_childhood/preschool_initiative/appropriation_act_language.pdf)

Virginia Preschool Initiative Guidelines 2013-2014 - [www.doe.virginia.gov/instruction/early\\_childhood/](http://www.doe.virginia.gov/instruction/early_childhood/)

Definition of School Readiness - [www.doe.virginia.gov/instruction/early\\_childhood/school\\_readiness/index.shtml](http://www.doe.virginia.gov/instruction/early_childhood/school_readiness/index.shtml)

Virginia's Foundation Blocks for Early Learning – Comprehensive Standards for Four-Year-Olds [www.doe.virginia.gov/instruction/early\\_childhood/preschool\\_initiative/foundationblocks.pdf](http://www.doe.virginia.gov/instruction/early_childhood/preschool_initiative/foundationblocks.pdf)

Virginia's Preschool Curriculum Review Rubric and Planning Tool - [www.doe.virginia.gov/instruction/early\\_childhood/preschool\\_initiative/preschool\\_rubric.pdf](http://www.doe.virginia.gov/instruction/early_childhood/preschool_initiative/preschool_rubric.pdf)

Virginia's Quality Indicators for Responsive Teaching- [www.doe.virginia.gov/instruction/early\\_childhood/preschool\\_initiative/preschool\\_quality\\_indicators.pdf](http://www.doe.virginia.gov/instruction/early_childhood/preschool_initiative/preschool_quality_indicators.pdf)

Information on Teacher Licensure - [www.doe.virginia.gov/teaching/licensure/](http://www.doe.virginia.gov/teaching/licensure/)

Phonological Awareness Literacy Screening - [pals.virginia.edu/](http://pals.virginia.edu/)

### Virginia Department of Social Services

Information about child care requirements in Virginia - [www.dss.virginia.gov/family/cc/](http://www.dss.virginia.gov/family/cc/)

Commonwealth of Virginia Early Childhood Career Lattice - Details steps of career development based on training, education, and experience in the field. [www.dss.virginia.gov/files/division/cc/provider\\_training\\_development/intro\\_page/guidance\\_procedures/career\\_lattice\\_2011.pdf](http://www.dss.virginia.gov/files/division/cc/provider_training_development/intro_page/guidance_procedures/career_lattice_2011.pdf)

Competencies for Early Childhood Professionals - [www.dss.virginia.gov/files/division/cc/provider\\_training\\_development/intro\\_page/publications/competencies/chapters\\_as\\_one\\_document/dss\\_competencies.pdf](http://www.dss.virginia.gov/files/division/cc/provider_training_development/intro_page/publications/competencies/chapters_as_one_document/dss_competencies.pdf)

Application for Child Care Provider Scholarship Program - <https://epm.virginiainteractive.org/scholarship/login.aspx>

Virginia Early Childhood Provider Endorsement Program - [www.dss.virginia.gov/files/division/cc/provider\\_training\\_development/intro\\_page/vdss\\_endorsements/ECEP\\_Information\\_Packet\\_02-15-12.pdf](http://www.dss.virginia.gov/files/division/cc/provider_training_development/intro_page/vdss_endorsements/ECEP_Information_Packet_02-15-12.pdf)

Milestones of Child Development - [www.dss.virginia.gov/files/division/cc/provider\\_training\\_development/intro\\_page/publications/milestones/milestones\\_one\\_document/milestones.pdf](http://www.dss.virginia.gov/files/division/cc/provider_training_development/intro_page/publications/milestones/milestones_one_document/milestones.pdf)





### **Other Relevant Virginia Initiatives**

Smart Beginnings – [www.smartbeginnings.org](http://www.smartbeginnings.org)

Virginia’s Star Quality Initiative - [www.smartbeginnings.org/home/star-quality-initiative/about-star-quality.aspx](http://www.smartbeginnings.org/home/star-quality-initiative/about-star-quality.aspx)

Child Care Aware of Virginia – child care resource and referral network - [va.childcareaware.org/](http://va.childcareaware.org/)

Virginia Small Business Child Care Financing Program -  
[www.youtube.com/watch?v=AoenWHzCQwo&feature=youtu.be](http://www.youtube.com/watch?v=AoenWHzCQwo&feature=youtu.be)

### **Research on VPI**

Joint Legislative Audit and Review Commission (JLARC) Report, *Virginia Preschool Initiative: Current Implementation and Potential Changes* [jlarc.state.va.us/Reports/Rpt364.pdf](http://jlarc.state.va.us/Reports/Rpt364.pdf)

Final Evaluation of Pre-K Pilot Initiative Submitted by Virginia Tech -  
[leg2.state.va.us/dls/h&sdocs.nsf/By+Year/RD2422008/\\$file/RD242.pdf](http://leg2.state.va.us/dls/h&sdocs.nsf/By+Year/RD2422008/$file/RD242.pdf)

National Institute for Early Education Research – 2012 Preschool Yearbook Virginia Profile -  
[nieer.org/sites/nieer/files/Virginia\\_0.pdf](http://nieer.org/sites/nieer/files/Virginia_0.pdf)

The Differential Effects of Preschool: Evidence from Virginia by Huang, Invernizzi, and Drake -  
[www.smartbeginnings.org/Portals/5/PDFs/Differential\\_Effects\\_of\\_Preschool.pdf](http://www.smartbeginnings.org/Portals/5/PDFs/Differential_Effects_of_Preschool.pdf)

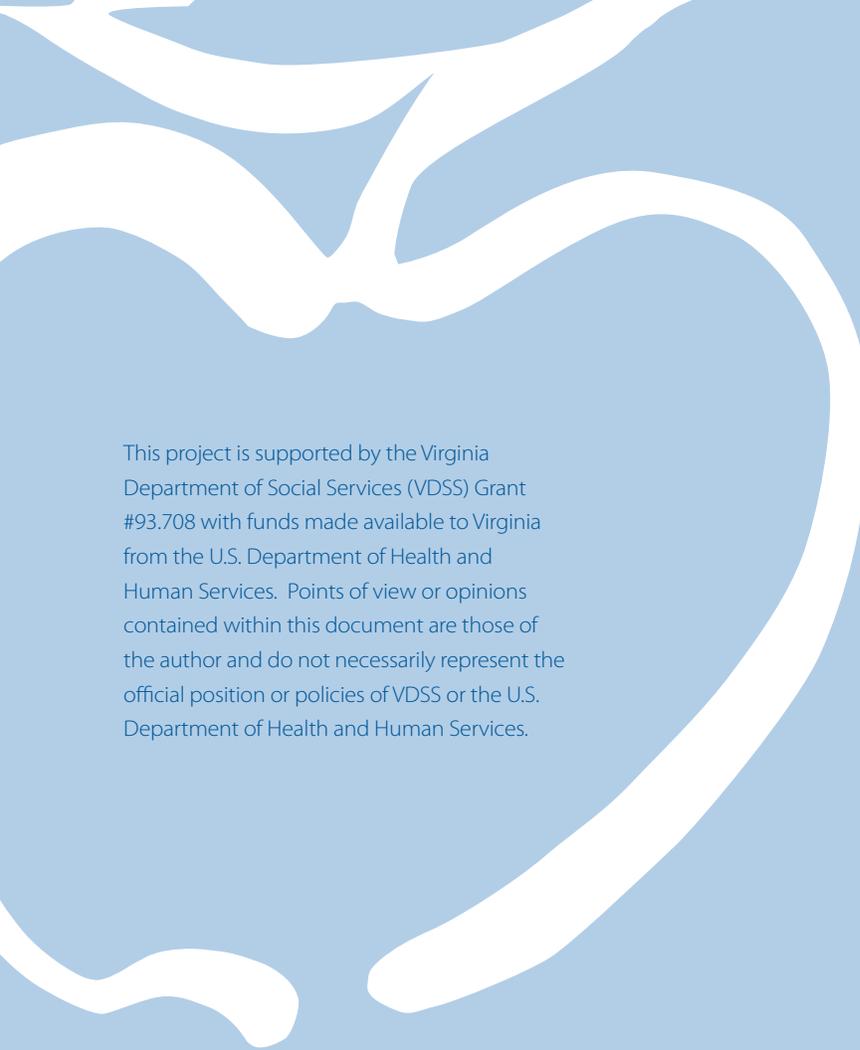
Increasing Take Up of the Virginia Preschool Initiative by Latham, the Frank Batten School of Leadership and Public Policy, UVA - [www.vecf.org/Portals/5/PDFs/Increasing\\_Take\\_Up\\_of\\_the\\_Virginia\\_Preschool\\_Initiative.pdf](http://www.vecf.org/Portals/5/PDFs/Increasing_Take_Up_of_the_Virginia_Preschool_Initiative.pdf)

- <sup>1</sup> Center on the Developing Child at Harvard University (2010). The Foundations of Lifelong Health Are Built in Early Childhood. <http://www.developingchild.harvard.edu>
- <sup>2</sup> Virginia Department of Education. *Virginia Preschool Initiative Briefing – January 19, 2012. Table 1. Virginia Preschool Initiative Student Participation.*
- <sup>3</sup> Virginia Department of Education. *Virginia Preschool Initiative Briefing – January 19, 2012.*
- <sup>4</sup> Child Care Aware of America. (2012). *2012 Child Care in Virginia Fact Sheet.* Retrieved from: [www.childcareaware.org](http://www.childcareaware.org).
- <sup>5</sup> Author calculation using data provided by the Virginia Department of Social Services.
- <sup>6</sup> Virginia Child Care Provider Scholarship Program Application, retrieved from: [www.dss.virginia.gov/files/division/cc/provider\\_training\\_development/intro\\_page/programs/scholarship/about/vccpsp-application-rev-10-2012.pdf](http://www.dss.virginia.gov/files/division/cc/provider_training_development/intro_page/programs/scholarship/about/vccpsp-application-rev-10-2012.pdf).
- <sup>7</sup> Virginia Department of Education. *Virginia Preschool Initiative Briefing – January 19, 2012. Table 1. Virginia Preschool Initiative Student Participation.*
- <sup>8</sup> Virginia Department of Education. *Virginia Preschool Initiative Briefing – January 19, 2012.*
- <sup>9</sup> Bradburn, I., Hawdon, J., and Sedgwick, D. (2008). *The Commonwealth of Virginia's Preschool Pilot Initiative: A Final Report Prepared on Behalf of the Virginia Department of Education.* Chapter 5. Virginia Polytechnic Institute and State University.
- <sup>10</sup> Center on the Developing Child at Harvard University (2010). The Foundations of Lifelong Health Are Built in Early Childhood. [www.developingchild.harvard.edu](http://www.developingchild.harvard.edu)
- <sup>11</sup> Denton Flanagan, K., and McPhee, C. (2009). *The Children Born in 2001 at Kindergarten Entry: First Findings From the Kindergarten Data Collections of the Early Childhood Longitudinal Study, Birth Cohort (ECLS-B) (NCES 2010-005).* National Center for Education Statistics, Institute of Education Sciences, U.S. Department of Education. Washington, DC. [nces.ed.gov/pubs2010/2010005.pdf](http://nces.ed.gov/pubs2010/2010005.pdf).
- <sup>12</sup> Virginia Department of Education. *Virginia Preschool Initiative Briefing – January 19, 2012.*
- <sup>13</sup> Huang, F., Invernizzi, M. & Drake, A. (2011). *The Differential Effects of Preschool: Evidence from Virginia.* Early Childhood Research Quarterly.
- <sup>14</sup> Latham, S. (May 2013). *Increasing Take Up of the Virginia Preschool Initiative.* Report prepared for the Virginia Early Childhood Foundation.
- <sup>15</sup> Participation in two years of the Abbott Preschool Program is estimated to have reduced the achievement gap by 20-40 percent between minority and white students. See Barnett, W. S., Jung, K., Youn, M., and Frede, E. (March 2013). *Abbott Preschool Program Longitudinal Effects Study: Fifth Grade Follow-Up.* National Institute for Early Education Research. Retrieved from: [nieer.org/sites/nieer/files/APPLES%205th%20Grade.pdf](http://nieer.org/sites/nieer/files/APPLES%205th%20Grade.pdf).
- <sup>16</sup> Camilli, G., Vargas, S., Ryan, S., & Barnett, W.S. (2010). *Meta-analysis of the effects of early education interventions on cognitive and social development.* Teachers College Record, 112(3), 579-620.
- <sup>17</sup> Rotz, R.B., Bearse, A.W., Rest, G.J., and Sarte, K.M. (2007.) *Virginia Preschool Initiative (VPI): Current Implementation and Potential Changes - Report of the Joint Legislative Audit and Review Commission to the Governor and The General Assembly of Virginia,* p. 85.
- <sup>18</sup> Huang, F., Invernizzi, M. & Drake, A. (2011). *The Differential Effects of Preschool: Evidence from Virginia.* Early Childhood Research Quarterly.
- <sup>19</sup> Nelson, F. (2012) *Developmental Screening and Infants and Toddlers.* ZERO TO THREE. Retrieved from [www.zerotothree.org/public-policy/policy-toolkit/devscreeningmar5.pdf](http://www.zerotothree.org/public-policy/policy-toolkit/devscreeningmar5.pdf).
- <sup>20</sup> Centers for Disease Control and Prevention, *Developmental Screening Fact Sheet.* Retrieved from [www.cdc.gov/ncbddd/actearly/pdf/parents\\_pdfs/DevelopmentalScreening.pdf](http://www.cdc.gov/ncbddd/actearly/pdf/parents_pdfs/DevelopmentalScreening.pdf).
- <sup>21</sup> For example, see Barnett, W. S., Jung, K., Youn, M., and Frede, E. (March 2013). *Abbott Preschool Program Longitudinal Effects Study: Fifth Grade Follow-Up.* National Institute for Early Education Research. Retrieved from: [nieer.org/sites/nieer/files/APPLES%205th%20Grade.pdf](http://nieer.org/sites/nieer/files/APPLES%205th%20Grade.pdf).
- <sup>22</sup> See Jung, K., Barnett, W.S., Hustedt, J.T., and Francis, J. (2013). *Longitudinal Effects of the Arkansas Better Chance Program: Findings from First Grade through Fourth Grade.* The National Institute for Early Education Research. Retrieved from: [nieer.org/sites/nieer/files/Arkansas%20Longitudinal%20Report%20May2013n.pdf](http://nieer.org/sites/nieer/files/Arkansas%20Longitudinal%20Report%20May2013n.pdf).
- <sup>23</sup> Virginia Department of Education. *Virginia Preschool Initiative Briefing – January 19, 2012.* Table 6. Fall 2011 Kindergarten PALS – Students Identified for Intervention.

- <sup>24</sup> Rotz, R.B., Bearse, A.W., Rest, G.J., and Sarte, K.M. (2007.) *Virginia Preschool Initiative (VPI): Current Implementation and Potential Changes - Report of the Joint Legislative Audit and Review Commission to the Governor and The General Assembly of Virginia*, p. viii.
- <sup>25</sup> Bartik, T. (October 20, 2011). "How much can early childhood education do to reduce income inequality?" Investing in Kids blog, retrieved from: [investinginkids.net/2011/10/20/how-much-can-early-childhood-education-do-to-reduce-income-inequality/](http://investinginkids.net/2011/10/20/how-much-can-early-childhood-education-do-to-reduce-income-inequality/).
- <sup>26</sup> Grunewald, R. & Rolnick, A.J. 2003. *Early Childhood Development: Economic Development with a High Public Return*. Federal Reserve Bank of Minneapolis. Retrieved from: [www.minneapolisfed.org/publications\\_papers/studies/earlychild/abc-part2.pdf](http://www.minneapolisfed.org/publications_papers/studies/earlychild/abc-part2.pdf).
- <sup>27</sup> Weiss, E. *Paying Later: The High Costs of Failing to Invest in Children*. Ready Nation, January 2010. Retrieved from: [www.readynation.org/uploads/20110124\\_02311PAESCrimeBriefweb3.pdf](http://www.readynation.org/uploads/20110124_02311PAESCrimeBriefweb3.pdf).
- <sup>28</sup> Amendments to the 2012-2014 Biennial Budget Adopted by the 2013 General Assembly (as of February 23, 2013).
- <sup>29</sup> Head Start Act Section 645(a)(1)(B)(i) and (ii); 45 CFR 1305.2(l)
- <sup>30</sup> Robin, K.B., Frede, E.C. & Barnett, W.S. (2006). *Is More Better? The Effects of Full-Day vs. Half-Day Preschool on Early School Achievement*. National Institute for Early Education Research. Retrieved from: [nieer.org/resources/research/IsMoreBetter.pdf](http://nieer.org/resources/research/IsMoreBetter.pdf).
- <sup>31</sup> Early Childhood Learning and Knowledge Center website, *What You Should Know about Head Start Transportation*. Retrieved from: [eclkc.ohs.acf.hhs.gov/hslc/tta-system/operations/transportation/safety-ed/policy/WhatYouShouldK.htm](http://eclkc.ohs.acf.hhs.gov/hslc/tta-system/operations/transportation/safety-ed/policy/WhatYouShouldK.htm).
- <sup>32</sup> Bradburn, I., Hawdon, J., and Sedgwick, D. (2008). *The Commonwealth of Virginia's Preschool Pilot Initiative: A Final Report Prepared on Behalf of the Virginia Department of Education*. Chapter 5. Virginia Polytechnic Institute and State University.
- <sup>33</sup> Personal communication with Andrea Riegel, Augusta County Preschool Supervisor, May 6, 2013.
- <sup>34</sup> Abell, M. and Ward, C. (2011). *Virginia Head Start and its Partners: Head Start Program Analysis of Single Point of Entry, Blended Classrooms and Braided Funding*. Paper developed by students at the Virginia Commonwealth University, School of Social Work.
- <sup>35</sup> Personal communication with Amy Hatheway, Co-Vice President for Planning and Development, Total Action for Progress, May 2 and May 13, 2013.
- <sup>36</sup> U.S. Bureau of Labor Statistics, *May 2012 State Occupational Employment and Wage Estimates*. Retrieved from: [www.bls.gov/oes/current/oes\\_va.htm#25-0000](http://www.bls.gov/oes/current/oes_va.htm#25-0000).
- <sup>37</sup> Rotz, R.B., Bearse, A.W., Rest, G.J., and Sarte, K.M. (2007.) *Virginia Preschool Initiative (VPI): Current Implementation and Potential Changes - Report of the Joint Legislative Audit and Review Commission To the Governor and The General Assembly of Virginia*.
- <sup>38</sup> Latham, S. (May 2013). *Increasing Take Up of the Virginia Preschool Initiative*. Report prepared for the Virginia Early Childhood Foundation.
- <sup>39</sup> Author. (2013). *Parents and the High Cost of Child Care: 2012 Report*. Child Care Aware of America. Retrieved from: [www.naccra.org/about-child-care/cost-of-child-care](http://www.naccra.org/about-child-care/cost-of-child-care).
- <sup>40</sup> Personal communication with Carol Farrell, Chief, Early Childhood Division, Center for Children and Families, Department of Community and Human Services, Alexandria City Government, May 9, 2013.
- <sup>41</sup> See Policy Interpretation Question ACYF-PIQ-CC-99-02 at [www.acf.hhs.gov/programs/ccb/law/guidance/current/pq9902/pq9902.htm](http://www.acf.hhs.gov/programs/ccb/law/guidance/current/pq9902/pq9902.htm) and CCDF-ACF-PIQ-2011-01 at <http://www.acf.hhs.gov/programs/ccb/law/guidance/current/piq2011-01/piq2011-01.htm>.
- <sup>42</sup> See U.S. Department of Education. (2012). *Serving Preschool Children Through Title I Part A of the Elementary and Secondary Education Act of 1965, as Amended. Non-Regulatory Guidance*. Retrieved from: [www2.ed.gov/policy/elsec/guid/preschoolguidance2012.pdf](http://www2.ed.gov/policy/elsec/guid/preschoolguidance2012.pdf).
- <sup>43</sup> See U.S. Department of Education, Office of Special Education Programs, website. Retrieved from: <https://www2.ed.gov/programs/oseppsg/index.html>.
- <sup>44</sup> Child Care Aware of America. (2012). *2012 Child Care in Virginia Fact Sheet*. Retrieved from: [www.childcareaware.org](http://www.childcareaware.org).
- <sup>45</sup> Author calculation using data provided by the Virginia Department of Social Services.
- <sup>46</sup> Virginia Child Care Provider Scholarship Program Application, retrieved from: [www.dss.virginia.gov/files/division/cc/provider\\_training\\_development/intro\\_page/programs/scholarship/about/vccpsp-application-rev-10-2012.pdf](http://www.dss.virginia.gov/files/division/cc/provider_training_development/intro_page/programs/scholarship/about/vccpsp-application-rev-10-2012.pdf).







This project is supported by the Virginia Department of Social Services (VDSS) Grant #93.708 with funds made available to Virginia from the U.S. Department of Health and Human Services. Points of view or opinions contained within this document are those of the author and do not necessarily represent the official position or policies of VDSS or the U.S. Department of Health and Human Services.

