

No. 90996-2

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IN THE SUPREME COURT OF THE STATE OF WASHINGTON

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YES FOR EARLY SUCCESS, a non-profit corporation, LAURA  
CHANDLER, and BARBARA FLYE,

Petitioners,

v.

CITY OF SEATTLE and KING COUNTY,

Respondents.

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**RESPONDENT CITY OF SEATTLE'S  
SUPPLEMENTAL APPENDIX**

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Received  
Washington State Supreme Court

DEC - 2 2014  
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Ronald R. Carpenter  
Clerk

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**No. 90996-2  
Respondent City of Seattle's  
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7/17/2014	Declaration of Erica K. Johnson in Support of Respondent City of Seattle's Motion for Relief From Order (with Exhibits A-D)  Docket No. 10 F Case No. 14-2-08551-6	Supp. App. 114-455
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	Laws of 2000, Ch. 197, § 12	Supp. App. 536
	Laws of 2003, Ch. 111, § 1806	Supp. App. 537-539
	Laws of 2003, Ch. 111, § 907	Supp. App. 540-541

HONORABLE HELEN HALPERT

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IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
IN AND FOR THE COUNTY OF KING

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110

No. 14-2-08551-6

DECLARATION OF REBECCA  
JOHNSON ARLEDGE

I, Rebecca Johnson Arledge, declare as follows:

1. I am a State Lobbyist and Special Programs Director at the City of Seattle's ("City") Office of Intergovernmental Relations. I am over 18 years of age and make this declaration based on my personal knowledge.

2. Between February and May of 2014, the City, through the Seattle City Council and Staff and the Office of the Mayor and Staff, held a series of meetings and discussions with "Kids First". I participated in these meetings on behalf of the City on February 21<sup>st</sup>, 2014, March 19<sup>th</sup>, 2014, March 20<sup>th</sup>, 2014, March 25<sup>th</sup>, 2014, April 16<sup>th</sup>, 2014, April 21<sup>st</sup>, 2014, May 6<sup>th</sup>, 2014, and May 10<sup>th</sup>, 2014. The meetings ranged from one hour to almost five hours in length.

3. Kids First is a joint labor partnership of Service Employees International Union Local 925 ("SEIU 925") and American Federation of Teachers – Washington ("AFT"). Karen Hart and Adair Dammann of SEIU 925 and Karen Strickland and Dorothy Gibson of AFT were

DECLARATION OF REBECCA JOHNSON ARLEDGE - 1

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1 the main Kids First participants. Kids First's attorney, Knoll Lowney, and its campaign  
2 consultant, Lisa MacLean, also each attended one of these meetings.

3 4. The purpose of these meetings was for the City and Kids First to explore whether  
4 an agreement could be reached on the details of the City's proposed Preschool for All Program  
5 (the "City's Preschool Plan"), a new preschool levy and program which was under development  
6 at the time. The overall goal was for organized labor to provide input on the City's proposed  
7 Preschool Plan so that the City could propose a broadly supported plan related to early learning  
8 to voters in the fall.

9 5. During the course of these conversations and meetings, Kids First presented and  
10 pursued five major priorities they wanted the City to address and incorporate into the City's  
11 Preschool Plan: 1) adequate provider compensation; 2) meaningful participation by Kids First on  
12 a governing board with specific emphasis on workforce development issues through the creation  
13 of an "Early Care and Education Workforce Board"; 3) the creation of a Professional  
14 Development Institute to manage workforce development and training jointly with the City  
15 (including funding for this work); 4) the accessibility and affordability of the City's Preschool  
16 Program; and 5) collective bargaining for providers. Attached hereto as **Exhibit A** is a true and  
17 correct copy of a Policy Briefing Memo prepared for the Mayor's Office and dated March 27,  
18 2014, that I authored in part and that summarizes the priorities Kids First requested the City  
19 address and the status of those discussions as of the date of the Memo.

20 6. Between the February 21<sup>st</sup>, 2014, and March 19<sup>th</sup>, 2014 meetings, I was informed  
21 that Kids First submitted multiple initiative measures to the City. While the versions differed  
22 slightly, each contained the same five priorities Kids First was advocating for incorporation in  
23 the City's Preschool Plan. Initiative 107 was one of the measures submitted.

24 7. Thereafter, Initiative 107 provided the framework for the discussions between the  
25 City and Kids First. During the course of the conversations and meetings, Kids First frequently  
referred to the text of Initiative 107 when asked to describe the issues it wanted the City to

DECLARATION OF REBECCA JOHNSON ARLEDGE - 2

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1 address in the City's Preschool Plan. Attached hereto as **Exhibit B** is a true and correct copy of  
2 a handout I was given by representatives of Kids First during a meeting on April 16<sup>th</sup>, 2014.  
3 showing the text of Initiative 107. This handout was referenced by representatives of Kids First  
4 during the meeting and continually throughout other conversations and meetings as representing  
5 the content Kids First sought to have incorporated into the City's Preschool Plan.

6 8. Attached hereto as **Exhibit C** is a true and correct copy of a proposal I received  
7 from Kids First's attorney, Knoll Lowney, on May 10<sup>th</sup>, 2014 during the final meeting between  
8 the City and Kids First. The language marked in bold type on this document are comments  
9 added to the document by Kids First.

10 9. During the course of the conversations and meetings, Kids First made it clear  
11 that if the City did not integrate most of the substantive items in Initiative 107 into the City's  
12 Preschool Plan, including the five priorities described above, Kids First would move forward  
13 with submitting the signatures it had collected in support of the Initiative and place it on the  
14 ballot.

15 10. Kids First proposed during the meetings that communications between child care  
16 providers and the City must be facilitated via a "provider organization". My understanding  
17 during the meetings was that the provider organization would be Kids First or SEIU 925. Kids  
18 First referred to this proposal as "collective voice/collective bargaining", which was one of the  
19 five major priorities Kids First presented and pursued throughout its talks with the City.

20 11. Ultimately, the City did not agree to incorporate Initiative 107's language into the  
21 City's Preschool Plan, preferring instead to move forward with the elements of the Preschool  
22 Plan as designed by the City.

23 The foregoing statements are made under penalty of perjury under the laws of the State of  
24 Washington.

25 DATED this 6<sup>th</sup> date of July, 2014, at Seattle, Washington

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Rebecca Johnson Arledge

DECLARATION OF REBECCA JOHNSON ARLEDGE - 4

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**CERTIFICATE OF SERVICE**

I am and at all times hereinafter mentioned was a citizen of the United States, a resident of the State of Washington, over the age of 21 years, competent to be a witness in the above action, and not a party thereto; that on the 17th day of July, 2014 I caused to be served a true copy of the foregoing document to be served via email, as per agreement between the parties:

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Smith & Lowney, P.L.L.C.  
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DECLARATION OF REBECCA JOHNSON ARLEDGE - 5

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I declare under penalty of perjury under the laws of the State of Washington that the foregoing is true and correct.

DATED this 17th day of July, 2014.

  
Katie Dillon

# EXHIBIT A

**Policy Briefing Memo**



City of Seattle  
Edward B. Murray, Mayor

**POLICY BRIEFING MEMO**

**Date:** March 27, 2014

**To:** Mayor Edward B. Murray

**From:** Holly Miller, Director, Office for Education  
Mike Fong, OPI Deputy Director, Mayor's Office  
Rebecca Johnson, Consultant, OIR

**Subject:** Status of City of Seattle Discussions with Kids First (SEIU 925 and AFT) Related to the Preschool for All (PFA) Program

**Briefing Objective:**

Update the Mayor on the current status of the City of Seattle Discussions with Kids First Related to the Preschool for All Program.

**Background:**

During fall 2013, both before and after the City Council considered and acted on Resolution 31478 requiring the Executive to develop a city plan for universal preschool, CM Burgess met with many different parties of interest on the subject. A number of stakeholders identified SEIU 925 as an important player in the preschool community. When CM Burgess met with SEIU 925 representatives on September 11, 2013, they expressed strong support for universal preschool, including high-quality standards. The only concern SEIU 925 raised related to the potential impact of providing funding for 4-year-olds on the business models of the family child care homes they represent. (Only 12 children in mixed-age classrooms).

On October 16, 2013 Mayor McGinn directed HSD Interim Director Catherine Lester to require all City child care and preschool providers to incorporate "teacher stabilization" (labor harmony) language into their existing contracts by December 1, 2013 or lose existing funding when contracts came up for renewal. Child care providers were very confused and concerned. Many participated in a coalition led by the YMCA and the Boys' and Girls' Club and threatened to take the City of Seattle to Federal court with an NLRB complaint. Mayor McGinn eventually rescinded the requirement on the eve of a court date.

SEIU 925 requested another meeting with CM Burgess in February 2014. He invited Rebecca Johnson from the Office of Intergovernmental Relations (OIR) and Holly Miller (OFE) to attend and asked Rebecca to facilitate the meeting because of her experience in mediation and negotiation. SEIU 925 was now reconstituted as "Kids First" made up of representatives of SEIU 925 and American Federation of

## Policy Briefing Memo

Teachers (AFT). Kids First presented five issues they wanted the City to address in developing the PFA plan.

1. Compensation
2. Meaningful participation in a governing board with specific emphasis on workforce development issues
3. Creation of a training institute/portal
4. Affordability/accessibility for families
5. Collective Bargaining

On March 11, 2014 six initiative measures were delivered to the City Clerk's Office. While the six versions differed slightly, all six contained the same intent: to increase the quality, affordability, and safety of the City's early education and child care system by addressing the priorities outlined above. In three meetings between March 19 and March 25, attended by both Holly Miller and Rebecca Johnson, the City and Kids First found common ground on several issues (described below). The biggest outstanding questions surround how a training institute/tuition assistance portal could be structured and governed.

**Policy Briefing Memo**

Issues	City PFA Proposal	Kids First Response	Current Status
Provider Eligibility	<ul style="list-style-type: none"> <li>• Public, non-profit, or private organization (sole proprietor or company).</li> <li>• Can operate at least two preschool classrooms in a center-based setting with preference given to larger centers to reduce administrative costs.</li> <li>• Licensed or certified by the Washington State Department of Early Learning (DEL) unless a public school or institution of higher education.</li> <li>• Early Achiever minimum threshold Level 3. Only those centers that have an ECERS-R score that exceeds 4.0, a CLASS combined ES/CO score that exceeds 5.8 and a CLASS IS score that exceeds 2.8 should initially be qualified. After four years as a PFA provider, the ratings on these instruments should meet the more stringent cut-off of 5 on ECERS-R; 6 combined score on CLASS ES/CO and 4.5 on CLASS IS.</li> </ul>	SEIU represents only family child care providers. While they would prefer a program serving those agencies, they are not challenging the PFA Plan on this issue, as long as PFA includes a pilot project to study results from implementing PFA in a few (6-8) family child care sites that meet the Early Achiever standard.	Tentative Agreement.
Staff Education Requirements and Compensation	<ol style="list-style-type: none"> <li>1. Existing child care, Head Start, and School District providers participating in PFA in the first three years of implementation, should be required to meet the following standards for all <u>newly hired staff</u> and allowed four years to meet the standards for <u>existing staff</u>. Staff in providers who become PFA after the initial three years or in newly licensed programs must meet the following standards before participating:               <ol style="list-style-type: none"> <li>a. <b>Director:</b> BA and Early Childhood Education (ECE) certification equivalent and business/ educational leadership.</li> <li>b. <b>Teacher:</b> BA in ECE or BA with teacher certification/endorsement in ECE/P-3 (Preschool – 3<sup>rd</sup> grade).</li> <li>c. <b>Instructional Assistant:</b> AA or 2 years equivalent course work in ECE.</li> </ol> </li> </ol>	Kids First is not objecting to this since PFA allows 4 years for existing staff to meet standard. Kids First supports the compensation levels.	Tentative Agreement *Ongoing discussions about how to ensure PFA remains affordable for parents, even with the higher compensation rates.

Policy Briefing Memo

Issues	City PFA Proposal	Kids First Response	Current Status
	<p>d. <b>Coach:</b> BA and ECE certification, plus "endorsement" in curricular model.</p> <p>2. Use the SPS salary scale for certificated teachers as an incentive for meeting standards over time (4 years). Teaching staff should be paid at one of three levels, dependent on their qualifications:</p> <p>a. Existing teachers who are "grandfathered in" and allowed four years to meet the BA plus certification in ECE requirement should be paid at a base rate that provides a living wage.</p> <p>b. Teachers with a BA in ECE who do not have a Teaching Certificate, should be paid the same salary as Head Start teachers working for Seattle School District or Puget Sound ESD, the two school agencies operating Head Start. If one of these districts pays a higher rate than the other then follow the highest rate to avoid loss of teachers to that nearby program.</p> <p>c. Teachers with a BA and Teacher Certification in ECE/P-3 should be paid at the same level as K-12 teachers in the Seattle Public Schools.</p> <p>3. Provide an <b>alternate route</b> to teacher certification that provides provisional certification for individuals with BAs in another field so that they can teach in PFA as they complete an approved set of ECE courses (similar to New Jersey's alternate route program). To increase certification options the City should consider partnering with the University of Washington to develop a Seattle Preschool for All Graduate Certificate, which would be part of their current BA in ECE program, but also a stand-alone certificate that teachers with existing BAs could obtain.</p>		

**Policy Briefing Memo**

Issues	City PFA Proposal	Kids First Response	Current Status
	<p>4. Centers offering dual language instruction should receive funds to pay staff more if they are <i>fully</i> bilingual in English and another language.</p> <p>5. *Ongoing discussions about how to ensure PFA remains affordable for parents, even with the higher compensation rates.</p>		
PFA Oversight Board	PFA provides for the creation of a PFA Oversight Committee. Kids First would participate on Preschool for All Oversight Board as a member to oversee the Preschool for All Program. (Would occupy a seat that allows for conflict of interest.)	Tentative Agreement on Oversight Board; would like more engagement on a subcommittee/board that would specifically address workforce development issues, early head start, and family child care pilot (see below).	Tentative Agreement on Oversight Board. Ongoing discussion about committee to address workforce development issues, etc.
Tuition Support Program	Kids First part of the Preschool for All Tuition Support programs under performance contract with City of Seattle. Determine eligibility, tuition assistance and support to determine best fit for career development. Support and track enrollment, persistence and completion.	<p>Kids First wants a greatly expanded role in training PFA staff, including:</p> <ul style="list-style-type: none"> <li>• Creation of the City of Seattle (COS) Early Care and Education Workforce Board to provide training and certification.</li> <li>• The City will cooperate with the provider organization to establish the Professional Development Institute (PDI) which shall be a training institute jointly controlled by the COS and the provider organization.</li> <li>• The PDI is responsible for:               <ol style="list-style-type: none"> <li>1. Securing resources for workforce development and training</li> <li>2. Delivering training required under this Ordinance, continuing education</li> </ol> </li> </ul>	Not Resolved.

**Policy Briefing Memo**

Issues	City PFA Proposal	Kids First Response	Current Status
		<p>requirements, new hire orientation which shall be required, apprenticeship and mentoring, developing and running a teacher substitute pool, verifying that teachers and staff have satisfied training requirements.</p> <ul style="list-style-type: none"> <li>• The City shall fund the PDI to provide these services.</li> <li>• No teacher or staff can participate in PFA without PDI verification that they have met all training requirements.</li> </ul>	
<p>Early Head Start – Child Care Partnerships</p>	<p>Kids First would participate as a member of a City of Seattle-King County team to develop a proposal for Federal Health and Human Services Office of Child Care, Early Head Start-Child Care Partnerships Grant opportunity.</p>	<p>Kids First agrees.</p>	<p>Tentative Agreement</p>
<p>Family Child Care Homes Preschool for All Pilot Project</p>	<p>Kids First would collaborate with City of Seattle to develop a pilot project to develop and assess quality and child readiness outcomes for preschool children served by Family Child Care Homes. The City should partner with an academic institution to conduct a pilot study of “family child care” providers to determine if they can deliver preschool services that will produce gains for children in kindergarten readiness and school success.</p>	<p>Kids First agrees.</p>	<p>Tentative Agreement</p>

## **Policy Briefing Memo**

### **Key Policy Issues:**

#### **Issues to Consider in Reviewing the Kids First Requests**

- **Competing Labor Organizations:** Staff in preschools operated by Seattle Public Schools will be represented by the Seattle Education Association (SEA).
- **PFA Technical Working Groups:** 170+ people from 50 organizations have been participating in five technical working groups to provide feedback and expert advice on the PFA plan. They may question the fairness of special discussions/agreements with Kids First which have not been afforded equally to all.
- **Impact of Teacher Stabilization on Providers:** There is mistrust of SEIU among many of the providers who were involved in the Teacher Stabilization Program.

### **Decisions and Timeline:**

#### **Legislation/Council Action (if any):**

- *Resolution 31478*, passed in September 2013

#### **Supporting materials (if any):**

# EXHIBIT B



# YES for EARLY SUCCESS

Early Care for ALL Seattle Kids

Please Return Your Initiative or Contact Us At:  
 Yes for Early Success  
 PO Box 30005, Seattle, WA 98113  
 206.322.3010 | yes4earlysuccess@gmail.com | www.yesforearlysuccess.com

## INITIATIVE 107

**INITIATIVE PETITION FOR SUBMISSION TO THE SEATTLE CITY COUNCIL. To the City Council of The City of Seattle:**

We, the undersigned registered voters of The City of Seattle, State of Washington, propose and ask for the enactment as an ordinance of the measure known as Initiative Measure No. 107, entitled:

### THE CITY OF SEATTLE INITIATIVE MEASURE NUMBER 107 CONCERNS SUPPORT AND STANDARDS FOR EARLY LEARNING AND CHILD CARE.

If enacted, the measure would establish a \$15 minimum wage for childcare workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training and certification through a training institute; create a workforce board and establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

Should this measure be enacted into law?

- Yes
- No

A full, true and correct copy of which is included herein, and we petition the Council to enact said measure as an ordinance; and, if not enacted within forty-five (45) days from the time of receipt thereof by the City Council, then to be submitted to the qualified electors of The City of Seattle for approval or rejection at the next regular election or at a special election in accordance with Article IV, Section 1 of the City Charter; and each of us for himself or herself says: I have personally signed this petition; I am a registered voter of The City of Seattle, State of Washington, and my residence address is correctly stated.

**WARNING:** "Ordinance 94289 provides as follows: "Section 1. It is unlawful for any person: 1. To sign or decline to sign any petition for a City initiative, referendum, or Charter amendment, in exchange for any consideration or gratuity or promise thereof; or 2. To give or offer any consideration or gratuity to anyone to induce him or her to sign or not to sign a petition for a City initiative, referendum, or Charter amendment; or 3. To interfere with or attempt to interfere with the right of any voter to sign or not to sign a petition for a City initiative, referendum, or Charter amendment by threat, intimidation or any other corrupt means or practice; or 4. To sign a petition for a City initiative, referendum, or Charter amendment with any other than his or her true name, or to knowingly sign more than one (1) petition for the same initiative, referendum or Charter amendment measure, or to sign any such petition knowing that he or she is not a registered voter of The City of Seattle." The provisions of this ordinance shall be printed as a warning on every petition for a City initiative, referendum, or Charter amendment. "Section 2. Any person violating any of the provisions of this ordinance shall upon conviction thereof be punishable by a fine of not more than Five Hundred Dollars (\$500) or by imprisonment in the City Jail for a period not to exceed six (6) months, or by both such fine and imprisonment.

(\* Only Registered Seattle Voters Can Sign This Petition \*)

Petitioner's Signature	Petitioner's Printed Name	Residence Address Street and Number	Date Signed
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**AN ACT** Relating to early learning and child care  
**BE IT ENACTED BY THE PEOPLE OF THE CITY OF SEATTLE:**

**PART I**  
**INTENT.**

**NEW SECTION. Sec. 101.**

It is the intent of the People of Seattle to increase the quality, affordability and safety of the City's early education and child care system through: (a) establishing a \$15 minimum wage for child care teachers and staff with support for small businesses, (b) establishing city policy that families should pay no more than ten percent of family income on child care, (c) prohibiting violent felons from being child care teachers and staff, even in a non-licensed facility, (d) requiring enhanced training for child care teachers and staff, to be provided through a training partnership between the City and workers, and (e) giving child care teachers and staff a formal role in establishing workforce standards for their profession.

**PART II**

**ESTABLISHING A \$15 MINIMUM WAGE FOR CHILD CARE TEACHERS AND STAFF,  
WITH SUPPORT FOR SMALL BUSINESS.**

**NEW SECTION. Sec. 201.**

- A. All child care teachers and staff in the City of Seattle shall be entitled to a minimum wage of not less than fifteen dollars (\$15.00) per hour worked within the geographic boundaries in the City.
- B. Beginning on January 1, 2015, the minimum wage for child care teachers and staff shall be an hourly rate of \$15.00. Beginning on January 1, 2016, and each year thereafter, this minimum wage shall increase by an amount corresponding to the prior year's increase, if any, in the Consumer Price Index for urban wage earners and clerical workers for the greater Seattle-Tacoma-Brainerd metropolitan area.
- C. The minimum wage for child care teachers and staff employed by small child care providers shall phase in over the three-year period in order to afford such small businesses time to adjust. For a transition period beginning February 1, 2015 and ending December 31, 2015, the minimum wage for child care teachers and staff employed by a small child care provider shall be an hourly rate of \$11.00. Beginning January 1, 2016, the minimum wage for such employees shall increase to \$12.50. Beginning January 1, 2017, the minimum wage for such employees shall increase to \$14.00. Beginning January 1, 2018, the minimum wage for such employees shall be the regular minimum wage established pursuant to Section 201(b) of this Ordinance.
- D. Should there be a conflict between the minimum wage adopted in this Ordinance and a minimum wage adopted by the City Council or another initiative, child care teachers and staff shall be entitled to the highest applicable minimum wage.
- E. The minimum wage enacted in this section shall be enforceable through all mechanisms in City or State law for enforcing a City or State minimum wage, as currently existing or as may be enacted in addition, an employer's failure to pay the minimum wage set by this section constitutes an "unlawful employment practice" enforceable through the provisions of SMC chapter 14.04.

**PART III**

**ESTABLISHING CITY POLICY THAT NO FAMILY SHOULD PAY MORE THAN 10% OF INCOME  
ON CHILD CARE.**

**NEW SECTION. Sec. 301.**

- A. It shall be the policy of the City of Seattle that early childhood education should be affordable and that no family should have to pay more than ten percent (10%) of gross family income on early education and child care. This policy is intended to increase affordability of child care in conformance with federal and expert recommendations on affordability.
- B. The City shall, within twelve months of the effective date of this Ordinance, adopt goals, timelines and milestones for implementing this affordability standard. In adopting these standards, the City shall consult with stakeholders, who at a minimum must include parents, communities of color, child advocates, low income advocates, and the provider organization.

**PART IV**

**PROHIBITING VIOLENT FELONS FROM PROVIDING PROFESSIONAL  
CHILD CARE, EVEN IN UNLICENSED FACILITIES.**

**NEW SECTION. Sec. 401.**

- A. The People hereby declare that it is of paramount importance to protect the safety of all children in care - whether they are cared for in a licensed or unlicensed facility. Children in unlicensed care are placed at unacceptable dangers by a lack of safety regulations. This section extends one of the most basic protections of licensed care to children being cared for in unlicensed facilities.
- B. It shall be a gross misdemeanor for any violent felon to provide professional child care services, whether in a licensed or unlicensed facility.
- C. For the purpose of this section, "violent felon" means a person convicted of one or more of the following criminal felonies:
- (1) Child abuse or neglect, or both.
  - (2) Spousal abuse.
  - (3) A crime against a child, including child pornography.
  - (4) The following crimes involving violence: Rape, sexual assault, homicide, assault in the first degree, assault in the second degree, or assault in the third degree involving domestic violence.
  - (5) Any other crime that constitutes a disqualification from child care licensure under state law; or
  - (6) Any federal or out-of-state conviction for an offense equivalent to those enumerated in (1) through (5) of this subsection.
- D. For the purpose of this section, to "provide professional child care services" means to receive payment for providing child care for one or more children who are unrelated to the person providing the care.

**PART V**

**REQUIRING ENHANCED TRAINING FOR CHILD CARE TEACHERS AND STAFF,  
TO BE PROVIDED THROUGH A TRAINING PARTNERSHIP.**

**NEW SECTION. Section 501.**

- A. Child care teachers and staff must obtain enhanced training and certification through the Professional Development Institute. The enhanced training requirements shall be set by the City Council in consultation with the City of Seattle Early Care and Education Workforce Board.
- B. The City, acting through the Mayor, shall cooperate with the provider organization to establish the Professional Development Institute, which shall be a training partnership jointly controlled and operated by the City of Seattle and the provider organization.
- C. The Professional Development Institute shall be charged with performing the following functions: (1) securing and leveraging resources for workforce development and training, and (2) delivering and/or coordinating delivery of (a) enhanced training required under this Ordinance or by later enactment, (b) continuing education requirements, (c) new hire orientation, which shall be required for all new child care teachers and staff in child care facilities receiving public support, (d) apprenticeship and mentoring programs, (e) developing and maintaining an early learning and care substitute teachers pool, and (f) verifying that child care teachers and staff have satisfied applicable training and professional development requirements.
- D. The Professional Development Institute must ensure the efficient and effective use of city funds by leveraging state, federal and other funding, incentivizing employer participation, and subcontracting with existing professional development providers where appropriate. The City shall fund the Professional Development Institute to provide the services set forth in this section.
- E. The Professional Development Institute must verify that child care teachers and staff have met all applicable training and professional development requirements before such teacher or staff member may deliver services in the City's Universal Pre-Kindergarten Program.

**NEW SECTION. Section 602.**

A. The City of Seattle Early Care and Education Workforce Board shall be created to recommend policy and investment priorities regarding workforce development and training for child care teachers and staff and to oversee the Professional Development Institute. The City shall convene and support the Board to serve the functions set forth in this section.

B. The Mayor and the provider organization shall each appoint fifty percent of the members of the Board and may make new appointments at will. In making the appointments, the City and the provider organization shall seek to appoint persons who have a demonstrated commitment to early education and care, who reflect the ethnic, racial, and economic diversity of the City's children, and who reflect the interests of stakeholders, including parents, communities of color, child advocates, and low income communities.

C. The Early Care and Education Workforce Board will recommend and oversee expenditures from the Small Business Early Childhood Resource Fund, which is hereby created to help small child care providers and not-for-profit child care providers meet and maintain standards set by the Board or otherwise required under law. The City Council shall determine the level of necessary appropriation for this purpose.

**NEW SECTION. Section 503.**

- A. Successful implementation of a high quality early education and care system, including Universal Pre-Kindergarten will require significant recruitment and training of child care teachers and staff. It is the intent of the voters to give child care teachers and staff a role in shaping and implementing workforce development and training programs, and to increase coordination with and among their employers.
- B. The City shall hire a single provider organization to facilitate communication between the City and child care teachers and staff, facilitate the expression of child care teachers and staff's interests in workforce development and training programs, and to perform other roles as set forth in this Ordinance. The City shall allow child care teachers and staff to assist in the selection of the provider organization as follows: If an organization demonstrates by written or electronic means that it has support of over 30% of child care teachers and staff and it is the only organization to demonstrate such support, the City shall select and hire it as the provider organization. If more than one organization makes this showing, the City shall hire the organization that has shown the most support. To qualify as the provider organization, an entity must meet the following criteria: (a) be a project of one or more entities meeting such criteria, (a) has existed for more than five years, (b) has successfully negotiated an agreement with the state or city or government agency on behalf of child care teachers and staff, which has increased wages and benefits, (c) is not dominated by advocates for employer or government interests, and (d) gives child care teachers and staff the rights to be members of the organization and to participate in the democratic control of the organization.

**PART VI**

**DEFINITIONS.**

**NEW SECTION. Sec. 601.**

The definitions in this section apply throughout this act unless the context clearly requires otherwise.

- A. "Child care teachers and staff" includes all employees of a child care facility in Seattle who work on-site, including on-site supervisors and/or sole proprietors providing family child care.
- B. "Child care facility" includes (1) licensed family child care homes, (2) licensed child care centers, (3) school-age programs, and (4) other facilities participating in the Seattle Universal Pre-Kindergarten Program.
- C. "City" means the City of Seattle, including its departments and agencies.
- D. "Provider organization" means the entity hired by the City under Section 503(B) of this Ordinance to serve the roles set forth in this Ordinance.
- E. "Small child care provider" means an entity that employs 250 or fewer full-time equivalents, as defined and calculated under the City of Seattle Paid Sick Time and Safe Time Ordinance, and operates a child care facility within the City of Seattle.
- F. "Universal Pre-Kindergarten Program" means a City-wide pre-school program funded by the City of Seattle, including any program implementing the City's "Preschool for All" initiative.
- G. Definitions set forth under section 12A.28.200 of the Seattle Municipal Code apply throughout this chapter unless otherwise stated.

**PART VII**

**MISCELLANEOUS.**

**NEW SECTION. Sec. 701.**

- A. The provisions of this ordinance may not be waived by agreement between an individual employee and an employer. All of the provisions of this ordinance may be superseded by a collective bargaining agreement entered into pursuant to the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq. but only if the agreement explicitly states in clear and unambiguous terms that specific provisions of this ordinance are to be superseded.
- B. The facilitative processes authorized by this Ordinance do not constitute collective bargaining pursuant to RCW 49.56.030(4) or under the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq. nor in any way impact the rights of employers and employees under that Act. This measure shall be interpreted to be consistent with the National Labor Relations Act and not to limit or interfere in any way, upon the rights of employers or employees under federal labor law.
- C. Nothing in this act creates or modifies (a) the parents' or legal guardians' right to choose and terminate the services of any child care provider that provides care for their child or children or (b) the child care facility's right to choose, direct, and terminate the services of any child care teacher or staff.
- D. Nothing in this ordinance shall require any individual or child care facility to make any payment to or associate with the provider organization. Nothing in this ordinance shall infringe on any person's rights to communicate with the City on matters of interest through all legal means.
- E. The City is directed to engage stakeholders in negotiated rulemaking in implementing this ordinance.

**NEW SECTION. Sec. 702.**

The requirements contained in this act constitute ministerial, mandatory, and nondiscretionary duties, the performance of which can be judicially compelled in an action brought by any party with standing. Should a person be required to bring suit to enforce this ordinance, and the City is found to be in violation, the City shall be responsible for reimbursement of the costs of such enforcement action, including reasonable attorneys' fees and costs.

**NEW SECTION. Sec. 703.**

If any provision of this act or its application to any person or circumstances is held invalid by the remainder of the act or the application of the provision to other persons or circumstances is not affected. Should any provision relating to the effect on or role of the provider organization be held invalid by a court of law, the City must utilize an alternative selection method if necessary and ensure the fulfillment of all valid law herein.

**NEW SECTION. Sec. 704.**

The subject of this initiative is "early learning and child care."

Initiative Sponsor Information:  
Yes for Early Success  
PO Box 30005  
Seattle, WA 98113  
Phone: 206.322.3010  
Email: yes4earlysuccess@gmail.com  
Web: www.yesforearlysuccess.com

## Ballot Initiative Summary – YES for Early Success

### Establishes a \$15 minimum wage for child care teachers and staff, with support for small business

- Beginning in January, 2015, all child care teachers and staff in the City of Seattle shall be entitled to a minimum wage of fifteen dollars (\$15.00) per hour, adjusted annually for inflation.
- Support for small employers:
  - For providers of 250 FTE or less, the \$15/hour wage shall be phased in over three years:
    - February, 2015 - \$11.00.
    - January, 2016, \$12.50.
    - January, 2017 - \$14.00.
    - January, 2018 - same minimum wage as large providers.
  - A "Small Business Early Childhood Resource Fund," funded by the City, shall assist small and not-for-profit providers.

### Sets City policy that no family should pay more than 10% of income on child care.

- Within 12 months of passage, the City will set goals, timelines, and milestones for implementing this affordability standard, which is in line with federal and state recommendations.

### Gives providers a real voice in training, professional development and workforce standards

- A Professional Development Institute (PDI), run jointly by the City and a democratically chosen and run providers' organization, will:
  - Secure resources for workforce development and training.
  - Deliver and/or coordinate delivery of:
    - Enhanced training
    - Continuing education requirements
    - ~~New hire orientation~~
    - Apprenticeship and mentoring programs
  - Develop a substitute pool.
  - Verify that teachers and staff have met training and professional development requirements.
- An Early Care and Education Workforce Board, jointly run by the City and the providers' organization, will:
  - Recommend policy and investment priorities regarding workforce development and training for child care teachers.
  - ~~Oversee the Professional Development Institute.~~
  - Recommend and oversee expenditures from the Small Business Early Childhood Resource Fund to assist small and not-for-profit providers.
- The City shall hire a single provider organization to participate in the PDI and Workforce Board.
  - To qualify, the provider organizer must:
    - Demonstrate written support from at least 30% of providers across the City
    - Have a track record of raising wages and benefits for providers
    - Be democratically controlled by providers
  - The providers organization CANNOT:
    - Be dominated by employer or government interests
    - Require mandatory membership or dues

### Prohibits violent felons from providing professional child care

- Makes it a gross misdemeanor for violent felons to provide professional child care services, whether in a licensed or unlicensed facility.
- The penalty is on individual employees. There is no new screening/background check requirement for employers.
- No one shall be prevented from caring for a family member.

# EXHIBIT C

**PART VREQUIRING ENHANCED TRAINING FOR CHILD CARE TEACHERS AND STAFF, TO BE PROVIDED THROUGH A TRAINING PARTNERSHIP.**

**NEW SECTION. Section 501.** You have proposed concepts regarding Kids First's role in PFA training.

**Our response on PFA:**

- 1) We will study details and respond to written proposal.**
- 2) But, need to ensure at least 50% of work goes to KF. We are certain that we will succeed (having set up training partnerships throughout the nation), but to make this investment we need to ensure a certain work flow.**
- 3) KF plays role of verifying credentials/training for 100% of workers, and maintain registry, regardless of which portal they receive training through. See (e) below.**
  - A. Child care teachers and staff must obtain enhanced training and certification through the Professional Development Institute. The enhanced training requirements shall be set by the City Council in consultation with the City of Seattle Early Care and Education Workforce Board.
  - B. The City, acting through the Mayor, shall cooperate with the provider organization to establish the Professional Development Institute, which shall be a training partnership jointly controlled and operated by the City of Seattle and the provider organization.
  - C. The Professional Development Institute shall be charged with performing the following functions in the early learning and care system: (1) securing and leveraging resources for workforce development and training; and (2) delivering and/or coordinating delivery of: (a) enhanced training required under this Ordinance or by later enactment; (b) continuing education requirements; (c) new hire orientation, which shall be required for all new child care teachers and staff in child care facilities receiving public support; (d) apprenticeship and mentoring programs; (3) developing and maintaining an early learning and care substitute teachers pool; and (4) verifying that child care teachers and staff have satisfied applicable training and professional development requirements.
  - D. The Professional Development Institute must ensure the efficient and effective use of city funds by leveraging state, federal and other funding, incentivizing employer participation, and subcontracting with existing professional development providers where appropriate. The City shall fund the Professional Development Institute to provide the services set forth in this section.
  - E. The providers organization must verify that child care teachers and staff have met all applicable training and professional development requirements before such teacher or staff member may deliver services in the City's Universal Pre-Kindergarten Program.

**NEW SECTION. Section 502. Advisory committee / Board.**

**You have suggested KF provides input through PFA advisory committee.**

**We will provide details on scope, duration etc. of this advisory committee.**

**However, in addition to decision-making on PFA, we want the Board set forth below to address workforce issues across early learning:**

A. The City of Seattle Early Care and Education Workforce Board shall be created to recommend policy and investment priorities regarding workforce development and training for child care teachers and staff and to oversee the Professional Development Institute. The City shall convene and support the Board to serve the functions set forth in this section.

B. The Mayor and the provider organization shall each appoint fifty percent of the members of the Board and may make new appointments at will. In making the appointments, the City and the provider organization shall seek to appoint persons who have a demonstrated commitment to early education and care, who reflect the ethnic, racial, and economic diversity of the City's children, and who reflect the interests of stakeholders, including parents, communities of color, child advocates, and low income communities.

C. The Early Care and Education Workforce Board will recommend and oversee expenditures from the Small Business Early Childhood Resource Fund, which is hereby created to help small child care providers and not for profit child care providers meet and maintain standards set by the Board or otherwise required under law. The City Council shall determine the level of necessary appropriation for this purpose.

**NEW SECTION. Section 503. You have said that you would recognize KF as the providers' organization. Here is our language:**

A. Successful implementation of a high quality early education and care system including Universal Pre-Kindergarten will require significant recruitment and training of child care teachers and staff. It is the intent of the voters to give child care teachers and staff a role in shaping and implementing workforce development and training programs and to increase coordination within and among these programs.

B. The City shall hire a single provider organization to facilitate communications between the City and child care teachers and staff, facilitate the expression of child care teachers and staff's interests in workforce development and training programs, and to perform other roles as required. Kids First Seattle, a joint project of SEIU 925 and AFT Washington, shall serve as the first providers' organization, based upon its experience representing childcare teachers and staff throughout the state and in the City of Seattle and its meeting the criteria set forth below.

C. To qualify as the provider organization, an entity must meet the following criteria or be a project of one or more entities meeting such criteria: (a) has existed for more than

five years; (b) has successfully negotiated an agreement with the state or city or government agency on behalf of child care teachers and staff, which has increased wages and benefits; (c) is not dominated by advocates for employer or government interests; and (d) gives child care teachers and staff the rights to be members of the organization and to participate in the democratic control of the organization

D. Any childcare teacher or staff member can request the City change the providers' organization based upon a written showing of support of 20% of childcare teachers and staff. Upon such showing the City shall allow child care teachers and staff to assist in selecting a successor provider organization meeting the criteria set forth in this section through a fair method developed between the City and any organization(s) seeking to serve as the providers organization .

E. The City shall enter into a contract with Kids First to provide the following roles: (1) providers organization; (2) role as training portal; and (3) verifier of teacher and staff training. The scope of work and the contract price shall be set as follows:

Within 60 days the City and Providers Organization shall negotiate a scope of work that reflects the services that Kids First will provide in their three roles. In the 30 days thereafter the City and Kids First shall set the price of this contract through negotiations and if such negotiations are unsuccessful by binding arbitration.

## PART VI

### DEFINITIONS.

#### NEW SECTION. Sec. 601.

The definitions in this section apply throughout this act unless the context clearly requires otherwise.

A. "Child care teachers and staff" includes all employees of a child care facility in Seattle who work on-site, including on-site supervisors and/or sole proprietors providing family child care.

B. "Child care facility" includes (1) licensed family child care homes, (2) licensed child care centers, (3) school-age programs, and (4) other facilities participating in the Seattle Universal Pre-Kindergarten Program.

C. "City" means the City of Seattle, including its departments and agencies.

D. "Provider organization" means the entity hired by the City under Section 503(B) of this Ordinance to serve the roles set forth in this Ordinance.

E. "Small child care provider" means an entity that employs 250 or fewer full time equivalents, as defined and calculated under the City of Seattle Paid Sick Time and Safe Time Ordinance, and operates a child care facility within the City of Seattle.

I-107 Excerpt

F. “Universal Pre-Kindergarten Program” means a City-wide pre-school program funded by the City of Seattle , including any program implementing the City’s “preschool for all” initiative.

G. Definitions set forth under section 12A.28.200 of the Seattle Municipal Code apply throughout this chapter unless otherwise stated.

## PART VII

### MISCELLANEOUS.

#### NEW SECTION. Sec. 701.

A. The provisions of this ordinance may not be waived by agreement between an individual employee and an employer. All of the provisions of this ordinance may be superseded by a collective bargaining agreement entered into pursuant to the National Labor Relations Act, 29 U.S.C. Sec. 151 et. seq, but only if the agreement explicitly states in clear and unambiguous terms that specific provisions of this ordinance are to be superseded.

B. The facilitative processes authorized by this Ordinance do not constitute collective bargaining pursuant to RCW 41.56.030(4) or under the National Labor Relations Act, 29 U.S.C. Sec 151 et seq., nor in any way impact the rights of employers and employees under that Act. This measure must be interpreted to be consistent with the National Labor Relations Act and not to limit or intrude, in any way, upon the rights of employers or employees under federal labor law.

C. Nothing in this act creates or modifies: (a) The parents’ or legal guardians’ right to choose and terminate the services of any child care provider that provides care for their child or children or (b) the child care facility’s right to choose, direct, and terminate the services of any child care teacher or staff.

D. Nothing in this ordinance shall require any individual or child care facility to make any payment to or associate with the provider organization. Nothing in this ordinance shall infringe on any person’s rights to communicate with the City on matters of interest through all legal means.

E. The City is directed to engage stakeholders in negotiated rulemaking in implementing this ordinance.

#### NEW SECTION. Sec. 702.

The requirements contained in this act constitute ministerial, mandatory, and nondiscretionary duties, the performance of which can be judicially compelled in an action brought by any party with standing. Should a person be required to bring suit to enforce this ordinance, and the City is found to be in violation, the City shall be responsible for reimbursement of the costs of such enforcement action, including reasonable attorneys’ fees and costs.

I-107 Excerpt

NEW SECTION. Sec. 703.

If any provision of this act or its application to any person or circumstances is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected. Should any provision relating to the selection or role of the provider organization be held invalid by a court of law, the City must utilize an alternative selection method if necessary and ensure the fulfillment of all valid functions.

NEW SECTION. Sec. 704.

The subject of this initiative is “early learning and child care.”

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HONORABLE HELEN HALPERT

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
IN AND FOR THE COUNTY OF KING

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110,

No. 14-2-08551-6

DECLARATION OF GARY SMITH

I, Gary Smith, declare as follows:

1. I am an Assistant City Attorney in the Seattle City Attorney's Office. I represent Respondent the City of Seattle in this matter. I am over 18 years of age and make this declaration based on my personal knowledge.

2. Attached hereto as **Exhibit A** is a true and correct copy of Resolution 31478, adopted by the Seattle City Council on September 23, 2013.

3. Attached hereto as **Exhibit B** is a true and correct copy of Initiative 107 as submitted to the City Clerk on March 11, 2014 and as found in Clerk File 313661.

4. Attached hereto as **Exhibit C** is a true and correct copy of Matt Driscoll, *With Initiative Push, Seattle Pre-K Teachers Jockey For Position and Pay*, SEATTLE WEEKLY (Apr. 3, 2014), available at <http://www.seattleweekly.com/news/thedailyweekly/951978-129/with-initiative-push-seattle-pre-k-teachers> (last visited July 16, 2014).

DECLARATION OF GARY SMITH - 1

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PACIFICA LAW GROUP LLP  
1191 SECOND AVENUE  
SUITE 2100  
SEATTLE, WASHINGTON 98101  
TELEPHONE: (206) 245-1700  
FACSIMILE: (206) 245-1750

1           5.       Attached hereto as **Exhibit D** is a true and correct copy of Yes for Early Success,  
2 *Pre-K, Child Care Teachers Rallying For \$15/hour, Training Standards* (Mar. 29, 2014),  
3 *available at* [http://www.yesforearlysuccess.com/news/pre-k-child-care-teachers-rallying-for-](http://www.yesforearlysuccess.com/news/pre-k-child-care-teachers-rallying-for-15hour-training-standards)  
4 [15hour-training-standards](http://www.yesforearlysuccess.com/news/pre-k-child-care-teachers-rallying-for-15hour-training-standards) (last visited July 16, 2014).

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6           6.       Attached hereto as **Exhibit E** is a true and correct copy of a March 18, 2014  
7 Memorandum from Jeff Slayton, Assistant City Attorney, to Monica Martinez Simmons, City  
8 Clerk, regarding the Ballot Title for Initiative 107, as found in Clerk File 313661.

9           7.       Attached hereto as **Exhibit F** is a true and correct copy of a May 14, 2014 letter  
10 from Monica Martinez Simmons, City Clerk, to Sherril Huff, Director of King County Elections,  
11 regarding Proposed Initiative Measure No. 107, as found in Clerk File 313661, without  
12 enclosures.

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14           8.       Attached hereto as **Exhibit G** is a true and correct copy of a June 11, 2014  
15 Memorandum from Monica Martinez Simmons, City Clerk, to members of the Seattle City  
16 Council, regarding the Report of the City Clerk on the Certificate of Sufficiency for Initiative  
17 Measure No. 107, as found in Clerk File 313855, without attachments.

18           9.       Attached hereto as **Exhibit H** is a true and correct copy of a June 23, 2014 City  
19 Council Motion and Declaration of City Council Intent, as found in Clerk File 313856.

20           10.       Attached hereto as **Exhibit I** is a true and correct copy of Council Bill 118114,  
21 now Ordinance 124509, adopted by the Seattle City Council on June 23, 2014, as printed from  
22 the Seattle City Clerk's official website.

23  
24           11.       Attached hereto as **Exhibit J** is a true and correct copy of Resolution 31527,  
25 adopted by the Seattle City Council on June 23, 2014, as printed from the Seattle City Clerk's  
official website.

DECLARATION OF GARY SMITH - 2

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PACIFICA LAW GROUP LLP  
1191 SECOND AVENUE  
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TELEPHONE: (206) 245-1700  
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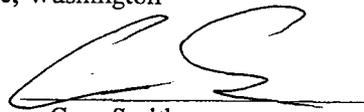
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12. Attached hereto as **Exhibit K** is a true and correct copy of Resolution 31530, adopted by the Seattle City Council on June 23, 2014, as printed from the Seattle City Clerk's official website.

13. Attached hereto as **Exhibit L** is a copy of the Seattle City Attorney's proposed joint ballot title for Initiative Measure No. 107 and Ordinance 124509, which uses the ballot title form in RCW 29A.72.050.

The foregoing statements are made under penalty of perjury under the laws of the State of Washington.

DATED this 17<sup>th</sup> date of July, 2014, at Seattle, Washington



Gary Smith

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**CERTIFICATE OF SERVICE**

I am and at all times hereinafter mentioned was a citizen of the United States, a resident of the State of Washington, over the age of 21 years, competent to be a witness in the above action, and not a party thereto; that on the 17th day of July, 2014 I caused to be served a true copy of the foregoing document to be served via email, as per agreement of the parties:

Knoll D. Lowney, WSBA #23457 X via email  
Smith & Lowney, P.L.L.C.  
2317 East John Street  
Seattle, WA 98112  
Phone: 206-860-2883  
Email: [knoll@igc.org](mailto:knoll@igc.org)  
Email: [seattleknoll@gmail.com](mailto:seattleknoll@gmail.com)  
Email: [jessie.c.sherwood@gmail.com](mailto:jessie.c.sherwood@gmail.com)  
Email: [elizabethz@igc.org](mailto:elizabethz@igc.org)

Attorneys for Petitioner

John B. Schochet, WSBA #36875 X via email  
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Seattle City Attorney's Office  
600 Fourth Avenue, 4<sup>th</sup> Floor  
Seattle, WA 98124-4769  
Email: [John.Schochet@seattle.gov](mailto:John.Schochet@seattle.gov)  
Email: [Jeff.Slayton@seattle.gov](mailto:Jeff.Slayton@seattle.gov)  
Email: [Carlton.Seu@seattle.gov](mailto:Carlton.Seu@seattle.gov)  
Email: [Gary.Smith@seattle.gov](mailto:Gary.Smith@seattle.gov)  
Email: [Marisa.Johnson@seattle.gov](mailto:Marisa.Johnson@seattle.gov)

Attorneys for Respondent, City of Seattle

Janine Joly X via email  
King County Prosecuting Attorney's Office  
516 Third Avenue, Room W400  
Seattle, WA 98104  
Email: [Janine.joly@kingcounty.gov](mailto:Janine.joly@kingcounty.gov)

DECLARATION OF GARY SMITH - 4

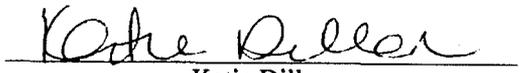
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I declare under penalty of perjury under the laws of the State of Washington that the foregoing is true and correct.

DATED this 17th day of July, 2014.

  
Katie Dillon

# EXHIBIT A

CITY OF SEATTLE  
RESOLUTION 31478

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A RESOLUTION establishing the City Council's goal of making voluntary high-quality preschool available and affordable to all of Seattle's children and outlining an initial plan toward achieving this goal.

WHEREAS, participation in high-quality preschool dramatically increases academic performance later in life by significantly increasing graduation rates, thereby helping to ensure that future generations of children are trained and prepared to enter an increasingly demanding and dynamic workforce; and

WHEREAS, on June 17, 2013 the University of Washington's Institute for Learning and Brain Sciences (I-LABS) and national education expert Dr. Steven Barnett of the National Institute for Early Education Research at Rutgers University presented their research to the City Council and made the case for investing in high-quality preschool for all children; and

WHEREAS, several long-term evaluations, such as the High Scope Perry study, Abecedarian project, and the Chicago Child-Parent Center program, demonstrate that high-quality preschool leads not only to better academic achievement (such as higher reading scores and stronger high school graduation rates), but also to better health, higher-paying jobs, and lower rates of criminal behavior; and

WHEREAS, several jurisdictions, including Boston, San Francisco, the State of Oklahoma, the State of West Virginia, and 31 local districts in New Jersey, are already implementing high-quality preschool open to all children and, according to independent studies, the participating children are achieving the intended positive outcomes; and

WHEREAS, proficiency in reading by 3<sup>rd</sup> grade is a key indicator of whether children will graduate from high school and the Seattle School District's most recent scorecard shows that approximately 25% of students are not proficient on the State's 3<sup>rd</sup> grade reading test and approximately 23% of our students do not graduate from high school, with significantly worse statistics for our African American, Hispanic, Native American, and immigrant youth; and

WHEREAS, high-quality preschool has been identified as a cost-effective means to address the achievement or opportunity gap by preparing students to be ready to learn at kindergarten and for the academic and behavioral expectations of K-12 education; and



1 WHEREAS, access to universal preschool is a step toward overcoming the city's gender wage  
2 gap by making it easier for parents to hold jobs and attend school and will help to  
3 overcome gender inequality in Seattle's workforce; and  
4  
5 WHEREAS, in an increasingly competitive global economy many Seattle area employers are  
6 requiring applicants to have a high school diploma and a college degree and a 2010 study  
7 estimates that 67 percent of jobs in Washington will require a college degree by 2018;  
8 and  
9  
10 WHEREAS, the extensive research of economist and Nobel laureate Dr. James Heckman,  
11 summarized in his 2013 book Giving Kids a Fair Chance, validates that investing in  
12 children before kindergarten is much more cost-effective than spending tax dollars on  
13 reactive interventions that attempt to address problems after they have taken root later in  
14 life; and  
15  
16 WHEREAS, Washington State Senate Bill 6759, signed into law March 29, 2010, directed the  
17 Office of the Superintendent of Public Instruction and the Department of Early Learning  
18 to convene a technical working group that, after much study and deliberation, issued its  
19 "Final Recommendations" in November 2011 calling for universal preschool for children  
20 ages three and four; and  
21  
22 WHEREAS, BERK Consulting completed an updated "Community Needs Assessment" in May  
23 2013 and a "Community Mapping Report" in June 2013 in an attempt to inventory the  
24 early learning programs in Seattle funded by the local, state, and federal governments and  
25 found an increase in the cost of childcare as well as a lack of coordination among the  
26 different programs; and  
27  
28 WHEREAS, according to recent Census figures and the BERK Consulting reports, there are  
approximately 13,000 three and four year olds residing in the City of Seattle, with  
approximately 30% (4,000) in families earning less than 200% of the Federal Poverty  
Level (\$47,100 is 200% FPL for a family of four in 2013), and with as many as half  
(2,000) of those children not enrolled in any preschool program; and  
WHEREAS, parents and other caregivers should have a wide range of high-quality preschool  
options based on their personal values and priorities and should also have the freedom  
and choice not to enroll their children in preschool; and  
WHEREAS, children already enrolled in preschool and childcare are in programs that vary  
greatly in terms of quality yet independent research demonstrates that only programs of  
high quality produce long-lasting positive results and a significant return on investment;  
and



1 WHEREAS, independent research has established that high-quality preschool typically includes  
2 well-qualified teachers, a sufficient number of days and hours of classroom time for the  
3 children, a sufficiently low student-to-teacher ratio, and an evidence-based curriculum  
4 that supports the “whole child,” including play-based learning, development of social-  
5 emotional skills, and meaningful engagement by parents/guardians; and

6 WHEREAS, the National Institute of Early Education Research (NIEER) and the State’s 2011  
7 Early Learning Technical Working Group support preschool for all children rather than  
8 programs *targeted* to low-income families because targeted programs fail to enroll not  
9 only many low-income families due to confusion over eligibility requirements but also  
10 children with risk factors, such as exposure to domestic violence, poor health, social-  
11 emotional challenges, and limited English-speaking skills not necessarily tied to income;  
12 and

13 WHEREAS, independent research demonstrates that a universal program that brings together  
14 children from families of all income levels for high-quality preschool can benefit children  
15 of all income levels by enhancing social-emotional skills that contribute toward a  
16 stronger foundation for academic achievement; and

17 WHEREAS, funding sufficient for high-quality universal preschool from the federal government  
18 or State government is highly unlikely due to current political divisions in the U.S.  
19 Congress and the State legislature; and

20 WHEREAS, the City Council supports the goal of making voluntary, high-quality preschool  
21 available and affordable to all of Seattle’s children and is initiating this work plan to  
22 make significant progress toward this goal; NOW, THEREFORE

23 **BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE THAT:**

24 **Section 1. Endorsing Voluntary, High-Quality Preschool for All Three and Four Year**  
25 **Old Children.** The City Council supports the goal of instituting a program to make voluntary  
26 high-quality preschool available and affordable to all of Seattle’s three and four year old children  
27 (the “Seattle Program” or the “Program”) and outlines a Work Plan in this Resolution to make  
28 significant progress toward this goal.

For the purposes of this Resolution high-quality preschool incorporates evidence-based  
practices consistent with the November 2011 “Final Recommendations” of the Washington State



1 Early Learning Technical Workgroup and the National Institute for Early Education Research  
2 (NIEER) and typically includes well-qualified teachers, a sufficient number of days and hours of  
3 classroom time for the children, a sufficiently low student-to-teacher ratio, and an evidence-  
4 based curriculum that supports the “whole child,” including play-based learning, development of  
5 social-emotional skills, and meaningful engagement by parents/guardians.

6 For the purposes of this Resolution, three and four year olds are those who have reached  
7 their respective ages by August 31 (the cut-off date used by Seattle Public Schools) as well as  
8 children who turn five after August 31 and are not enrolled in kindergarten.

9 **Section 2. Work Plan.** The Council requests that the City’s Office for Education (OFE)  
10 implement the Work Plan outlined in this Resolution and report back to the Council Committee  
11 that oversees education matters according to the timeframe and manner prescribed in this  
12 Resolution.

13 **Section 3. Analysis of Enrollment Gap and Quality Gap.** Quantifying the precise number  
14 of Seattle’s three and four year olds enrolled in high-quality preschool programs and determining  
15 the amount of public subsidy already invested per child requires additional research due to the  
16 fact that existing child care and early learning programs serve children of different ages, receive  
17 multiple sources of funding, and have different program designs. The Council requests that OFE,  
18 with the assistance of experienced consultant(s), present a “Gap Analysis” to the Council by  
19 December 31, 2013 that answers the following questions:

- 20 A. How many three year olds and how many four year olds are enrolled in each child  
21 care and preschool program in Seattle (privately funded or subsidized by the local,  
22 state, or federal governments) and  
23 B. How many three and four year olds are not enrolled in any formal child care or  
24 preschool programs?



1 C. For subsections A and B above, the Gap Analysis should include demographic details  
2 to the extent the data is available, such as family income, race, geographic location of  
3 the families, and any other relevant factors that would be helpful in designing the  
4 Program.

5 D. Based on input from parents/guardians including, but not limited to, surveys of  
6 parents/guardians, what are the reasons their children do or do not attend preschool?  
7 How many of those whose children do not currently attend preschool would likely  
8 enroll their children if high-quality preschool were available and affordable?

9 E. What is the *average* total cost per child enrolled for *each* of the child care or  
10 preschool programs that receive government subsidies?

11 **Section 4. A Voluntary, High-Quality Preschool Program for All Three and Four Year**

12 **Old Children in Seattle.** Because independent research demonstrates that a child's foundation for  
13 academic success begins well before kindergarten, public programs serving children before  
14 kindergarten should be focused on the most effective evidence-based practices for learning. To  
15 provide all Seattle children with the best possible tools for long-term success, public policy  
16 leaders should strive to close the preschool gaps in *both* enrollment and quality.

17 After the completion of the Gap Analysis (described in Section 3), the Council and OFE  
18 will consult with experts in evidence-based early learning programs, current providers of early  
19 learning programs and their representatives, the Seattle School District, and parents and  
20 guardians to gather perspective and recommendations for the design and implementation of the  
21 Seattle Program. The experts consulted should include, but not be limited to, an early learning  
22 professional possessing practical experience with evidence-based programs designed for English  
23 language learners as well as an academic researcher with extensive training and experience in  
24 evaluation and assessment methods used for early learning programs.



1 The Council requests that OFE and, if OFE so chooses, with the assistance of  
2 independent consultant(s) with early learning expertise, present to the Council by April 18, 2014  
3 a single written action plan (“Action Plan”) with proposed parameters for a voluntary high-  
4 quality preschool program open to all three and four year old children in Seattle that incorporates  
5 evidence-based practices as articulated by the National Institute for Early Education Research  
6 and the November 2011 “Final Recommendations” of the Washington State Early Learning  
7 Technical Workgroup. The Action Plan will address and make recommendations related to the  
8 following:

9 A. Coverage. Confirm the feasibility of funding a voluntary high-quality preschool  
10 program in Seattle with the following “universal” coverage:

- 11 1. Free tuition and support for households earning 200% or less of the Federal  
12 Poverty Level (200% FPL for a family of four in 2013 is \$47,100) and a  
13 sliding scale of fees for households earning above 200% of the FPL (the  
14 higher the household income, the higher the financial contribution from the  
15 household) or a similar subsidy structure.
- 16 2. High-quality preschool for all four year olds in Seattle as the first phase and a  
17 second phase of providing high-quality preschool to all three year olds.
- 18 3. The Program should include flexibility to implement the second phase more  
19 quickly if significant non-City funding becomes available for programs  
20 considered by the City to be high-quality. For example, if the federal  
21 government or the state government provides sufficient resources for a high-  
22 quality program serving all four year olds in Seattle, then Seattle’s Program  
23 could shift automatically to serve three year olds.

24 B. Evidence-Based Practices for High-Quality. The quality standards of the Program  
25 shall be consistent with the November 2011 “Final Recommendations” of the  
26



1 Washington State Early Learning Technical Workgroup and the National Institute of  
2 Early Education and Research (NIEER). The Action Plan shall include specific  
3 recommended standards a service provider must meet and maintain in order to receive  
4 funding that may become available through the Program, including:

- 5 1. Provider/Operator Eligibility.
- 6 2. Classroom Hours Per Day, Per Week, and Per Year.
- 7 3. Class Size.
- 8 4. Teacher/Child Ratio.
- 9 5. Teacher Qualifications, Credentials, and Compensation.
- 10 6. Ongoing Professional Development for Teachers.
- 11 7. Curricula that reflect evidence-based practices, which are likely to include  
12 purposeful play-based learning and social-emotional development that lay a  
13 lasting foundation for strong future academic and life achievement.
- 14 8. Family Engagement: Evidence-based strategies to support ongoing  
15 meaningful engagement of parents/guardians in each child's education.
- 16 9. Health: Additional services from the Program to support child development  
17 such as health screenings for vision, hearing, dental, immunizations, nutrition,  
18 and mental health.
- 19 10. English Language Learners: It is important that the high-quality Program be  
20 provided in a culturally appropriate manner, particularly for children whose  
21 primary language is not English.
- 22 11. Additional Challenges: Additional services from the Program, such as home  
23 visitation and other forms of support, should be considered for children facing  
24 additional challenges such as those with developmental disabilities, household  
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income below the Federal Poverty Level as well as those who are homeless or from immigrant or refugee families.

C. High Quality Average Cost Estimates

1. Recognizing that costs vary depending on many factors, such as barriers to enrollment and socio-economic conditions, what is the estimated total investment per child, on *average*, needed to provide high-quality preschool in Seattle at a level sufficient to produce the positive, long-lasting outcomes as determined in part by independent researchers such as those at the National Institute for Early Education Research?
2. Based on input from the early learning provider community, what would they need to improve access to high quality early learning?
3. For each of the existing programs noted in the Gap Analysis, what is the estimated cost to raise the level of quality, to the extent practicable, to the level of quality as determined in subsection (C)(1) above and what is the estimated cost, considering any likely increases in the City's population, to enroll the estimated number of un-enrolled three year olds and four year olds in Seattle?

D. Process for Funding and Administration. The Council intends that:

1. OFE will award funding to service providers based on the quality and effectiveness of the proposed preschool services, use of evidence-based practices, the provider's ability to track and report outcome data, and participation in Washington State's Early Achievers program. In measuring outcomes, OFE will make appropriate adjustments for preschools that



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specialize in serving children with additional challenges, such as those described in Subsections B(10) and B(11) above.

2. OFE will coordinate the funding and administration of the Seattle Program and all other city programs with existing State and federal programs currently serving three and four year olds in order to increase, where necessary, the quality of those State- and federally-funded programs to the same quality level of the Seattle Program.
3. OFE will be responsible for coordinating the Program with other local, state, and federal early childhood programs and services as well as with the Seattle Public Schools to ensure alignment and continuity of early childhood experiences and successful transitions from infant and toddler programs into preschool and into kindergarten, as well as data sharing and data system integration, referrals for children and families with special needs, and alignment of curriculum.
4. The Action Plan shall include other recommendations, as necessary, for the funding and administration process.

E. Phase In. The Council intends that:

1. The Action Plan shall recommend how the Program will be phased in to allow a reasonable amount of time to build capacity for providers and, if necessary, to identify additional facilities throughout the City. This shall include recommendations for how Program funds could be used to assist existing providers in enhancing their delivery of early learning services to improve child outcomes.
2. The Action Plan shall include recommendations for when the phasing would be considered complete and the program deemed to have achieved the goal of



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offering voluntary high-quality preschool to all three and four year old children.

3. The Action Plan shall include recommendations for how to prioritize children on a waiting list for the Program.
4. The Action Plan shall include other recommendations for phasing in the Program, but any new preschool not currently receiving government funding will be required to meet the standards of the Program immediately upon receiving funding.

F. Outcome Goals, Benchmarks, and Evaluation. The Council intends that the Action Plan will also include recommendations related to:

1. Baseline data to be collected;
2. Long-term outcomes expected and the associated theory of change for achieving those outcomes;
3. The indicators and benchmarks the providers and City will measure to ensure positive results are being achieved.
4. A system to allow for feedback and improvement.
5. A specific and overarching evaluation strategy that incorporates evaluation at the outset to ensure rigorous and credible evaluations that can be conducted to assess both implementation and impact. Evaluations shall be conducted by experienced and independent evaluators approved by the City Council which will enable the Seattle Program to serve as an evidence-based, national model that could lead to voluntary high-quality preschool programs in cities throughout Washington State and the nation.
6. A plan for obtaining upfront and ongoing parent/guardian opinions and perspective to provide OFE with input and feedback from families on the



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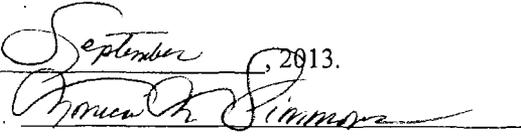
quality and variety of early learning services offered by the Program so OFE can make improvements, as needed.

**Section 5. Estimated Costs and Options for Funding.**

- A. Cost Estimates. Based on the Program parameters recommended pursuant to this Resolution, the Council requests the OFE to estimate the costs of the Program. The Action Plan should assume sufficient funding for independent evaluations which, when combined with the City's administration costs for the Program, does not exceed 15% of the total Program.
- B. Funding Options. The Council requests that the OFE recommend to the Council options for funding the Seattle Program, such as funding from the City's General Fund, fees, a local property tax levy lid lift, and/or other innovative funding options, including a calendar for implementing those options in a timely manner.

Adopted by the City Council the 23<sup>rd</sup> day of September, 2013, and signed by me in open session in authentication of its adoption this 23<sup>rd</sup> day of September, 2013.

  
\_\_\_\_\_  
President \_\_\_\_\_ of the City Council

Filed by me this 23<sup>rd</sup> day of September, 2013.  
  
\_\_\_\_\_  
(Seal) Monica Martinez Simmons, City Clerk

Attachment A: Key Sources of Information (for reference purposes only)



ATTACHMENT A

Key Sources of Information  
for Preschool for All  
**for reference purposes only**

(in alphabetical order by author's last name)

Barnett, W. S. "Long-Term Cognitive and Academic Effects of Early Childhood Education on Children in Poverty." *Preventive Medicine*, 27(2) (1998), 204-207.

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[ml.html](http://seattletimes.com/html/opinion/2021764293_christinaweilandhirokazuyoshikawaopedpreschool05.xml.html)

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National Institute for Early Education Research, Rutgers-The State University of New Jersey.  
2007. <http://nieer.org/resources/research/EvaluationFiveStates.pdf>



**FISCAL NOTE FOR NON-CAPITAL PROJECTS**

<b>Department:</b>	<b>Contact Person/Phone:</b>	<b>CBO Analyst/Phone:</b>
Legislative	Alex Pedersen / 684-5341	n.a.

**Legislation Title:**

A RESOLUTION establishing the City Council's goal of making voluntary high-quality preschool available and affordable to all of Seattle's children and outlining an initial plan toward achieving this goal.

**Summary of the Legislation:**

The Resolution states the City Council support for the goal of making voluntary high-quality preschool available and affordable to all of Seattle's three and four year old children (the "Seattle Program" or the "Program") and outlines a Work Plan in this Resolution to make significant progress toward this goal.

**Background:**

(Include a brief description of the purpose and context of legislation and include record of previous legislation and funding history, if applicable.)

- On June 17, 2013 the University of Washington's Institute for Learning and Brain Sciences (I-LABS) and national education expert Dr. Steven Barnett of the National Institute for Early Education Research at Rutgers University presented their research to the City Council and made the case for investing in high-quality preschool for all children.
- Several long-term evaluations such as the High Scope Perry study, Abecedarian project, and the Chicago Child-Parent Center program demonstrate that high-quality preschool leads not only to better academic achievement (such as higher reading scores and stronger high school graduation rates), but also to better health, higher-paying jobs, and lower rates of criminal behavior.
- Several jurisdictions, including Boston, San Francisco, the State of Oklahoma, the State of West Virginia, and 31 local districts in New Jersey, are already implementing high-quality preschool open to all children and, according to independent studies, the participating children are achieving the intended positive outcomes.
- Funding sufficient for high-quality universal preschool from the federal government or State government is highly unlikely due to current political divisions in the U.S. Congress and the State legislature.
- Note: For the purposes of this Resolution, three and four year olds are those who have reached their respective ages by August 31 (the cut-off date used by Seattle Public Schools) and children who turn five after August 31 and are not enrolled in kindergarten.



Please check one of the following:

**This legislation does not have any financial implications.\***  
 (Please skip to "Other Implications" section at the end of the document and answer questions a-h. Earlier sections that are left blank should be deleted. Please delete the instructions provided in parentheses at the end of each question.)

\* Please see additional information under Question (a) below.

**This legislation has financial implications.**  
 (If the legislation has direct fiscal impacts (e.g., appropriations, revenue, positions), fill out the relevant sections below. If the financial implications are indirect or longer-term, describe them in narrative in the "Other Implications" Section. Please delete the instructions provided in parentheses at the end of each title and question.)

\* Please see additional information under Question (a) below.

**Appropriations:**

(This table should reflect appropriations that are a direct result of this legislation. In the event that the project/programs associated with this ordinance had, or will have, appropriations in other legislation please provide details in the Appropriation Notes section below. If the appropriation is not supported by revenue/reimbursements, please confirm that there is available fund balance to cover this appropriation in the note section.)

Fund Name and Number	Department	Budget Control Level*	2013 Appropriation	2014 Anticipated Appropriation
<b>TOTAL</b>				

\*See budget book to obtain the appropriate Budget Control Level for your department.

Appropriations Notes: Not applicable.

**Anticipated Revenue/Reimbursement Resulting from this Legislation:**

(This table should reflect revenues/reimbursements that are a direct result of this legislation. In the event that the issues/projects associated with this ordinance/resolution have revenues or reimbursements that were, or will be, received because of previous or future legislation or budget actions, please provide details in the Notes section below the table.)

Fund Name and Number	Department	Revenue Source	2013 Revenue	2014 Revenue
<b>TOTAL</b>				

Revenue/Reimbursement Notes: Not applicable.

**Total Regular Positions Created, Modified, or Abrogated through this Legislation, Including FTE Impact:**

(This table should only reflect the actual number of positions affected by this legislation. In the event that positions have been, or will be, created as a result of other legislation, please provide details in the Notes section below the table.)



Position Title and Department	Position # for Existing Positions	Fund Name & #	PT/FT	2013 Positions	2013 FTE	2014 Positions*	2014 FTE*
<b>TOTAL</b>							

\* 2014 positions and FTE are total 2014 position changes resulting from this legislation, not incremental changes. Therefore, under 2014, please be sure to include any continuing positions from 2013.

Position Notes:

**Do positions sunset in the future?** Not applicable.  
 (If yes, identify sunset date)

**Spending/Cash Flow:**

(This table should be completed only in those cases where part or all of the funds authorized by this legislation will be spent in a different year than when they were appropriated (e.g., as in the case of certain grants and capital projects). Details surrounding spending that will occur in future years should be provided in the Notes section below the table.)

Fund Name & #	Department	Budget Control Level*	2013 Expenditures	2014 Anticipated Expenditures
<b>TOTAL</b>				

\* See budget book to obtain the appropriate Budget Control Level for your department.

Spending/Cash Flow Notes: Not applicable.

**Other Implications:**

- a) **Does the legislation have indirect financial implications, or long-term implications?**  
 (If yes, explain them here.)

Yes.

While the Resolution by itself requires no appropriations or new positions, the work plan is likely to lead a "gap analysis" report which could cost approximately \$25,000 to \$45,000 in consulting work. In addition, the work plan is likely to lead to the engagement of an expert consultant for 2014 to assist in designing a voluntary high-quality preschool program.

The Resolution also has the Council and OFE consulting experts to assist in suggesting options for funding voluntary high-quality preschool for 3 and 4 year old children in Seattle.



Independent research demonstrates that only programs of high quality produce long-lasting positive results and a significant return on investment. In his 2013 State of the Union Address, President Obama called for universal pre-school for four-year olds and said, "*Study after study shows that, the sooner a child begins learning, the better he or she does down the road...Every dollar we invest in high-quality early education can save more than seven dollars later on – by boosting graduation rates, reducing teen pregnancy, even reducing violent crime;*"

**b) What is the financial cost of not implementing the legislation?**

(Estimate the costs to the City of not implementing the legislation, including estimated costs to maintain or expand an existing facility or the cost avoidance due to replacement of an existing facility, potential conflicts with regulatory requirements, or other potential costs.)

Not applicable.

**c) Does this legislation affect any departments besides the originating department?**

(If so, please list the affected department(s), the nature of the impact (financial, operational, etc), and indicate which staff members in the other department(s) are aware of the proposed legislation.)

The City's Office for Education would facilitate the gathering and reporting of information requested by the Resolution. Some programs for children are administered by the City's Department of Human Services, which would also need to provide information on its programs.

**d) What are the possible alternatives to the legislation that could achieve the same or similar objectives?** (Include any potential alternatives to the proposed legislation, such as reducing fee-supported activities, identifying outside funding sources for fee-supported activities, etc.)

Not applicable.

**e) Is a public hearing required for this legislation?**

(If yes, what public hearing(s) have been held to date, and/or what public hearing(s) are planned for the future?)

No.

**f) Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**

(For example, legislation related to sale of surplus property, condemnation, or certain capital projects with private partners may require publication of notice. If you aren't sure, please check with your lawyer. If publication of notice is required, describe any steps taken to comply with that requirement.)

No.

**g) Does this legislation affect a piece of property?**

(If yes, and if a map or other visual representation of the property is not already included as an exhibit or attachment to the legislation itself, then you must include a map and/or other visual representation of the property and its location as an attachment to the fiscal note. Place a note on the map attached to the fiscal note that indicates the map is intended for illustrative or informational purposes only and is not intended to modify anything in the legislation.)

No.



h) **Other Issues:** None at this time.

**List attachments to the fiscal note below:** Attached to the Resolution is a list of some key sources used to inform the Resolution and is *for reference purposes only*.



# EXHIBIT B

**AN ACT Relating to early learning and child care  
BE IT ENACTED BY THE PEOPLE OF THE CITY OF SEATTLE:**

**PART I  
INTENT.**

**NEW SECTION. Sec. 201.**

It is the intent of the People of Seattle to increase the quality, affordability, and safety of the City's early education and child care system through: (a) establishing a \$15 minimum wage for child care teachers and staff, with support for small businesses; (b) establishing a policy that families should pay no more than ten percent of family income on child care; (c) prohibiting violent felons from being child care teachers and staff, even in a non-licensed facility; (d) requiring enhanced training for child care teachers and staff to be provided through a training partnership between the City and providers; and (e) giving child care teachers and staff a formal role in establishing workforce standards for the profession.

**PART II  
ESTABLISHING A \$15 MINIMUM WAGE FOR CHILD CARE TEACHERS AND STAFF,  
WITH SUPPORT FOR SMALL BUSINESS.**

**NEW SECTION. Sec. 201.**

- A. All child care teachers and staff in the City of Seattle shall be entitled to a minimum wage of not less than fifteen dollars (\$15.00) per hour worked within the geographic boundaries of the City.
- B. Beginning on January 1, 2015, the minimum wage for child care teachers and staff shall be an hourly rate of \$15.00. Beginning on January 1, 2016, and each year thereafter, this minimum wage shall increase by an amount corresponding to the prior year's increase, if any, in the Consumer Price Index for urban wage earners and clerical workers for the greater Seattle-Bellevue-Tenno metropolitan area.
- C. The minimum wage for child care teachers and staff employed by small child care providers shall phase in over a three-year period, to take effect on January 1, 2015 and ending December 31, 2015, the minimum wage for child care teachers and staff employed by a small child care provider shall be an hourly rate of \$11.00. Beginning January 1, 2016, the minimum wage for such employees shall increase to \$12.50. Beginning January 1, 2017, the minimum wage for such employees shall increase to \$14.00. Beginning January 1, 2018, the minimum wage for such employees shall be the regular minimum wage established pursuant to Section 201(a) of this Ordinance.
- D. Should there be a conflict between the minimum wage accepted in this Ordinance and a minimum wage accepted by the City Council in another initiative, child care teachers and staff shall be entitled to the highest applicable minimum wage.
- E. The minimum wage enacted in this section shall be enforceable through mechanisms in the City or State law enforcing a City or State minimum wage, as currently existing or as may be enacted. In addition, an employer is liable to pay the minimum wage set by this section if it fails to file an employment report enforceable through the provisions of SMC chapter 22.04.

**PART III  
ESTABLISHING CITY POLICY THAT NO FAMILY SHOULD PAY MORE THAN 10% OF INCOME  
ON CHILD CARE.**

**NEW SECTION. Sec. 301.**

- A. It shall be the policy of the City of Seattle that early child care education should be affordable and that no family should have to pay more than ten percent (10%) of gross family income on early education and child care. This policy is intended to increase affordability of child care, encourage workforce and workforce retention, and increase workforce productivity.
- B. The City shall, within twelve months of the effective date of this Ordinance, develop goals, metrics, and a strategy for implementing this affordable care standard. In adopting these standards, the City shall consult with stakeholders, who at a minimum must include parents, community advocates, low-income advocates, and the provider organization.

**PART IV  
PROHIBITING VIOLENT FELONS FROM PROVIDING PROFESSIONAL  
CHILD CARE, EVEN IN UNLICENSED FACILITIES.**

**NEW SECTION. Sec. 401.**

- A. The People hereby declare that it is of paramount importance to protect the safety of all children in care, whether they are cared for in a licensed or unlicensed facility. Children in an unlicensed care are placed at substantial risk because of a lack of safety regulations. This section enforces one of the most basic protections of licensed care for children being cared for in unlicensed facilities.
- B. It shall be a gross misdemeanor for any individual to provide professional child care services, whether in a licensed or unlicensed facility, if:
  - (1) For the purpose of this section, "violent felon" means a person convicted of one or more of the following criminal offenses:
    - (a) Child abuse or neglect, or both;
    - (b) Spouse abuse;
    - (c) A crime against a child, including child pornography;
    - (d) The following offenses involving violence: Rape, sexual assault, domestic assault in the first degree, assault in the second degree, or assault in the third degree, involving domestic violence;
    - (e) Any other crime that constitutes a disqualifying conviction from child care licensure under state law; or
    - (f) Any federal or out-of-state conviction for an offense equivalent to those enumerated in (1) through (5) of this subsection.
- D. For the purpose of this section, to provide professional child care services means to receive payment for providing child care for one or more children who are unrelated to the person providing the care.

**PART V  
REQUIRING ENHANCED TRAINING FOR CHILD CARE TEACHERS AND STAFF,  
TO BE PROVIDED THROUGH A TRAINING PARTNERSHIP.**

**NEW SECTION. Section 501.**

- A. Child care teachers and staff must obtain enhanced training and certification from the Professional Development Institute. The enhanced training requirements shall be set by the City Council in consultation with the City of Seattle Early Care and Education Workforce Board.
- B. The City, acting through the Mayor, shall cooperate with the provider organization to establish the Professional Development Institute, which shall be a joint partnership, jointly owned and operated by the City of Seattle and the provider organization.
- C. The Professional Development Institute shall be engaged in performing the following functions in the early learning and care system: (1) setting and managing resources for workforce development and training; and (2) developing and recommending a variety of alternative training required under this Ordinance or a later establishment of additional education requirements for new child care facilities, which shall be required for all new child care teachers and staff in child care facilities receiving public support; (3) developing and implementing programs; (4) developing and maintaining an early learning and care workforce database; and (5) verifying that child care teachers and staff have satisfied applicable training and professional development requirements.
- D. The Professional Development Institute must ensure the efficient and effective use of city funds by leveraging state, federal and other funding, creating employer participation, and subcontracting with existing professional development providers where appropriate. The City shall fund the Professional Development Institute to provide the services set forth in this section.
- E. The Professional Development Institute must verify that child care teachers and staff have met all applicable training and professional development requirements before such teachers or staff members may deliver services in the City's universal Pre-K-Kindergarten Program.

**NEW SECTION. Section 502.**

- A. The City of Seattle Early Care and Education Workforce Board shall be created to recommend policy and investment priorities regarding workforce development and training for child care teachers and staff and to oversee the Professional Development Institute. The City shall convene and support the Board to serve the functions set forth in this section.
- B. The Mayor and the provider organization shall each appoint fifty percent of the members of the Board and may make new appointments at will. In making the appointments, the City and the provider organization shall select the most qualified persons who have a demonstrated commitment to early education and care, who reflect the ethnic, racial, and economic diversity of the City's children, and who reflect the interests of stakeholders, including parents, communities of color, child advocates, and low-income communities.
- C. The Early Care and Education Workforce Board will recommend and oversee expenditures from the Small Business Child Care Resource Fund, which shall be created to help small child care providers and not-for-profit child care providers meet and maintain standards set by the Board or other state required under law. The City Council shall determine the level of necessary appropriation for this purpose.

**NEW SECTION. Section 503.**

- A. Successful implementation of a high quality early educational and care system, including universal Pre-Kindergarten, will require significant recruitment and training of child care teachers and staff. It is the intent of the City to give child care teachers and staff a role in shaping and implementing workforce development and training programs and to increase representation within and among these programs.
- B. The City shall establish a provider organization to facilitate communication between the City and child care teachers and staff, facilitate the expression of child care teachers and staff's interests in workforce development and training programs, and to perform other tasks as set forth in this Ordinance. The City shall allow child care teachers and staff to assist in the selection of the provider organization and to elect an organization that demonstrates by written or electronic means that it has support of over 30% of child care teachers and staff, and it is the only organization that demonstrates such support. The City shall select and hire as the provider organization the highest qualified organization that is showing the City shall give the organization that has shown the most support the quality as the provider organization, an entity that met the following criteria: (a) has a record of one or more entities meeting such criteria; (b) has existed for more than five years; (c) has successfully negotiated an agreement with the state or city or governmental agency on behalf of child care teachers and staff, which has increased wages and benefits; (d) is not controlled by advocates for employer or governmental interests; and (e) gives child care teachers and staff the right to be members of the organization and to participate in the democratic control of the organization.

**PART VI  
DEFINITIONS.**

**NEW SECTION. Sec. 601.**

- The definitions in this section apply throughout this act unless the context clearly requires otherwise.
  - A. "Child care teachers and staff" includes a employee of a child care facility in Seattle who works directly or indirectly as a supervisor and/or supervisor providing family childcare.
  - B. "Child care facility" includes (1) licensed family child care homes, (2) licensed child care centers, (3) school-age programs, and (4) other facilities participating in the Seattle Universal Pre-Kindergarten Program.
  - C. "City" means the City of Seattle, including its departments and agencies.
  - D. "Provider organization" means the entity hired by the City under Section 503(B) of this Ordinance to serve the needs set forth in this Ordinance.
  - E. "Small child care provider" means an entity that employs 250 or fewer full-time equivalents as defined and existing under the City of Seattle Paid Sick Time and Safe Time Ordinance, and operates a child care facility with the City of Seattle.
  - F. "Universal Pre-Kindergarten Program" means a City-wide preschool program funded by the City of Seattle, including any program implemented by the City's preschool for all initiative.
  - G. Definitions set forth under section 2A-28-200 of the Seattle Municipal Code apply throughout this chapter unless otherwise stated.

**PART VII  
MISCELLANEOUS.**

**NEW SECTION. Sec. 701.**

- A. The provisions of this ordinance may not be avoided by agreement between an individual employee and an employer. All of the provisions of this ordinance may be superseded by a collective bargaining agreement entered into pursuant to the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq., but only if the agreement explicitly includes in clear and unambiguous terms that specific provisions of this ordinance are to be superseded.
- B. The facilities or processes authorized by this Ordinance do not constitute an anti-bargaining pursuant to RCW 49.56.030(4) or under the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq., in any way, nor do they affect the rights of employers and employees under the Act. This measure must be interpreted to be consistent with the National Labor Relations Act and not to limit, in any way, the rights of employers or employees under federal labor law.
- C. Nothing in this act creates or modifies (a) the parents or legal guardian's right to choose and terminate the services of any child care provider that provides care for their child or children; (2) the child care facility's right to choose, direct, and terminate the services of any child care teacher or staff.
- D. Nothing in this ordinance shall require a provider organization to make any payment to or cooperate with the provider organization. Nothing in this ordinance shall infringe on any person's rights to communicate with the City on matters of interest through legal means.
- E. The City is directed to engage stakeholders in regular meetings to implement this ordinance.

**NEW SECTION. Sec. 702.**

- The requirements created in this act constitute a material, mandatory, and non-discretionary duty, the performance of which can be judicially compelled in a suit on a writ of mandamus. Any standing should a person be required to bring suit to enforce this ordinance, and the City is found to be in violation, the City shall be responsible for reimbursement of the costs of such enforcement action, including reasonable attorneys' fees and costs.

**NEW SECTION. Sec. 703.**

- If any provision of this act or its application to any person or circumstances is held to be invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected, because any provision relating to the severability of the provider organization is not a public act or part of law. The City must obtain a formal vote in section 2, if necessary, and issue the full measure as a public law.

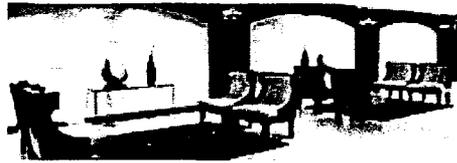
**NEW SECTION. Sec. 704.**

The subject of this initiative is early learning and child care.

Initiative Sponsor Information:

Yes for Early Success  
PO Box XXXX  
Seattle, WA XXXX  
Phone - 206.332.3010  
email - XXXX  
web - XXXX

# EXHIBIT C



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# With Initiative Push, Seattle Pre-K Teachers Jockey For Position and Pay

By Matt Driscoll Thu., Apr 3 2014 at 01:35PM

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More than anything, it's about having a "seat at the table."

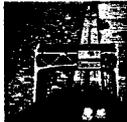
This, according to Heather Weiner, a spokesperson for Yes for Early Success, which launched an initiative drive last Saturday that seeks a \$15 an hour minimum wage for Seattle-area pre-k and childcare workers. While it's the money part that's catching most people's attention so far – given the citywide movement for the same thing that's been percolating for over a year - Weiner says the effort, which has union backing from SEIU Local 925 and the American Federation of Teachers-Washington, is about more.



Mike O'Brien appears at Saturday's kickoff event. COURTESY: Yes For Early Success

Sure, the minimum wage hike is important, make no mistake. But to hear Weiner tell it, the newly launched initiative push – which, she says, will only be necessary if the City Council fails to develop a universal pre-k plan that teachers find adequate - is about the future of early childcare in Seattle and who decides how it will work. She says a total of "nine or 10" different versions of

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the initiative were filed with the City Clerk, though two are already “off the table.” Varying only in terms of who the \$15 an hour minimum wage applies to and how it’s implemented, Weiner says exactly which version of the initiative is pursued will be chosen within the coming days. All of them include the creation of a “Professional Development Institute,” which would be run by the city and a hired provider, and governed by an appointed board of directors. The institute would be tasked with overseeing teacher training and certification.

In some ways, much like the larger Seattle’s minimum wage debate, what we’re seeing is another example of using the threat of initiative as a bargaining tool. Championed by City Council President Tim Burgess, the city is currently crafting a universal pre-k plan with the goal of placing an initiative on the November ballot that would provide high-quality universal pre-k in Seattle for 3- and 4-year-olds. Aiming to make the schooling free to families earning less than twice the federal poverty rate, and available on a sliding scale for those who earn more, the proposition won’t be cheap – which is why, as the Seattle Times has reported, voters “probably will be asked to pay for it with a property-tax levy.” Burgess told the Seattle Times that having what the paper calls a “competing measure” on the ballot could be “very destructive.”

“There has to be very strong clarity or else voters get confused, or they perceive conflict, and it makes it very difficult to win passage,” Burgess continued in the Times.

That may be a fight for another day. What’s important now, according to Weiner, is how will the city’s proposal will look, and what training and regulator guidelines will be established to guarantee the schooling meets high-quality standards? That’s the discussion Weiner says existing teachers, backed by the unions, want to make sure they’re a part of. And it’s the impetus for the initiative signature gathering effort they launched over the weekend. Basically, it’s a statement, saying: Include existing teachers and childcare employees in the discussion, or we’ll make sure you do.

“We want to make sure [universal pre-k] is set up for success, and the way to do that is to make sure teachers are being held to high standards, and we’re able to attract and retain them,” explains Weiner, arguing that higher pay will help make that possible. Currently, she says child care and pre-k teachers in King County average \$13.93 an hour, while assistant teachers make \$11.35. Kindergarten teachers, meanwhile, average \$26.11 an hour in the county. Weiner partially credits the wage discrepancy for a high turnover rate for childcare professionals. To improve the quality of childcare in Seattle, she says teachers need to be paid more – at least in part to be able to pay for increased training requirements that will surely be a part of the city’s universal pre-k plan. (Currently, she says 40 hours of training is required for certification, plus an additional 10 hours per year to maintain it.)



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Weiner says Saturday's kickoff event drew over 200 pre-k and childcare workers who support bringing universal pre-k to Seattle and want to make sure they have a voice in how its implemented. She says the unions represent the wishes of roughly 1500 area childcare workers, and that their years of experience should not be ignored in establishing universal pre-k guidelines for the city.

"In the discussions [surrounding universal pre-k], it's been so focused one where the money's going to come from, and what kind of centers are going to get this money," says Weiner. "What's been overlooked is how do we make sure we have the best possible workforce."

Among those in attendance Saturday was City Council member Mike O'Brien, who tells Seattle Weekly he was there "more on a values level" than to support any specific initiative. He says he supports the concept of raising the minimum wage – for childcare workers and others - and supports the teachers' right to pursue the initiative process to make sure they're voices are heard as the city's universal pre-k plan is developed. He says ignoring teachers' expertise during the process would "be negligent on our part."

That said, O'Brien also remains hopeful that no initiative will be necessary.

"My hope is that we can run a legislative process... and come up with something that feels right," says O'Brien. "So we don't need to go to the ballot."

For her part, Weiner says the city has seemed very open so far to listening to the concerns of teachers and that already "many, many conversations" have been had. She says the initiative push is being launched "just in case" something changes.

"I guess my question to the city is what's wrong with having teachers and staff at the table," she says. "I don't understand what the problem is with that."

Maybe it's no problem at all. The initiative's main goal seems to be keeping it that way.



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# EXHIBIT D

# Pre-K, Child Care Teachers Rallying For \$15/hour, Training Standards

March 29th, 2014

## Launching Signature Drive for Fall Ballot Initiative

**Seattle, WA:** About 200 Pre-K and child care teachers, staff, parents, early learning center directors and supporters are expected to launch a city-wide signature gathering drive for a new ballot initiative today. A recent poll of Seattle voters shows very high support (69%) for raising wages and training standards for child care teachers and staff.

The city-wide initiative would set a minimum wage of \$15/hour for child care and Pre-K teachers and staff. In King County, child care and Pre-K teachers average \$13.93/hr and assistant teachers make \$11.35/hr. That's the main reason why pre-K teacher turnover in is much higher than for public school Kindergarten teachers, who average \$26.11/hr in King County. (Illustrated tables available for online use and reprint [here](#), [here](#) and [here](#).)

The citizen initiative would also set training and other important standards through a Professional Development Institute to ensure the City Council's much anticipated Universal Pre-K program succeeds.

"If teachers and staff are not at the table to design the new Universal Pre-K system, Seattle's parents and children will feel the consequences through fewer child care choices and even higher teacher turnover," said Laura Chandler, a teacher for 25 years at Small Faces Development Center in Crown Hill.

Chandler filed a variety of ballot initiatives with the Seattle City Clerk earlier this month. Yes For Early Success has not yet said which of the initiatives approved by the City will be used for gathering signatures in April.

Yes for Early Success, a campaign launched in part by Kids First, SEIU 925 and AFT-WA, is committed to making sure the City Council's program is a success for all of Seattle's children by supporting proposals that:

- retain and attract qualified and well-trained early educators by paying them at least \$15/hour, with support for small providers to meet higher standards;
- prohibit violent felons from being child care providers, even in a non-licensed facility;
- require enhanced training for Pre-K teachers, early educators and child care providers;
- allow child care providers to create a training partnership with the city to make training accessible and meaningful for teachers and children; and
- expand parent choices within their communities that are affordable, safe, developmentally appropriate and culturally competent.

Contact: Heather Weiner, 206-218-  
7194 [yes4earlysucces@gmail.com](mailto:yes4earlysucces@gmail.com) [YesForEarlySuccess.com](http://YesForEarlySuccess.com) Twitter: [@yesearlysucces](https://twitter.com/yesearlysucces)

# EXHIBIT E

2014 MAR 18 PM 2: 02

CITY CLERK

**MEMORANDUM**

TO: Monica Martinez Simmons, City Clerk  
FROM: Jeff Slayton, Assistant City Attorney  
SUBJECT: Ballot Title for Initiative 107 (Clerk File 313661)  
DATE: March 18, 2014

*Via e-mail and hand-delivered*

In response to your March 12, 2014 memorandum regarding proposed Initiative Measure 107, this office has established the following ballot title:

**THE CITY OF SEATTLE  
INITIATIVE MEASURE NUMBER 107**

The City of Seattle Initiative Measure Number 107 concerns public support and regulation of early learning and child care.

If enacted, the measure would establish a \$15 minimum wage for childcare workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training and certification through a training institute; create a workforce board and establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

Should this measure be enacted into law?

Yes

No

Please file this title with King County Elections. If you have any questions, please contact me at 233-2154.

# EXHIBIT F



**City of Seattle Legislative Department  
Office of the City Clerk**

Monica Martinez Simmons, City Clerk

---

**HAND DELIVERED**

May 14, 2014

Ms. Sherril Huff, Director  
King County Elections  
919 SW Grady Way  
Renton, WA 98057-2906

**SUBJECT:** *Proposed Initiative Measure No. 107; Petition Signature Transmittal*

Dear Ms. Huff:

The proponents of City of Seattle Initiative Measure No. 107 have submitted petition signatures to the Office of the City Clerk for transmittal to King County Elections. Initiative Measure No. 107 concerns support and standards of early learning and child care.

Jen Patterson, representing Yes for Early Success, filed an estimated 2,885 petition pages. The petition page and signature intake count was conducted by Seattle City Clerk staff, and a total of 2,885 petition pages are being transferred herewith.

Accompanying this transmittal letter are two separate boxes containing petition pages numbered sequentially, 1 through 2,885, and labeled as follows:

<b>Box No.</b>	<b>Petition Pages</b>
Box 1	1 – 1,500
Box 2	1,501 – 2,885

In accordance with King County Elections guidelines, please verify the validity of these signatures for determination of sufficiency or insufficiency. Please be advised that the Seattle City Charter requires 20,638 valid signatures to qualify this initiative measure for presentation to the Seattle City Council.

600 4<sup>th</sup> Avenue Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)  
Accommodations for people with disabilities provided upon request. An equal opportunity employer

Sherril Huff, Director  
King County Elections  
May 14, 2014  
Page 2

Should you have any questions or if I can provide any assistance in this matter, please contact me at (206) 684-8361 or via email at [monica.simmons@seattle.gov](mailto:monica.simmons@seattle.gov).

Sincerely,



Monica Martinez Simmons  
City Clerk

Enc.: 2 Boxes (Containing Petition Pages 1 – 2,885)

Cc: City Councilmembers  
Mayor Edward Murray  
City Attorney Peter Holmes  
Wayne Barnett, Director, Ethics and Elections Commission  
Mr. Knoll D. Lowney

# EXHIBIT G



**Legislative Department  
Office of City Clerk  
Memorandum**

**Date:** June 11, 2014  
**To:** Council President Burgess and Members of the City Council  
**From:** Monica Martinez Simmons, City Clerk *ms*  
**Subject:** *Clerk File Number 313832; Report of the City Clerk on the Certificate of Sufficiency for Initiative Measure No. 107, concerning support and standards of early learning and child care*

Please be advised that on June 4, 2014, the King County Department of Elections delivered to the Seattle City Clerk a Certificate of Sufficiency for Initiative Measure No. 107, concerning support and standards of early learning and child care.

King County Department of Elections found the signatures submitted under Initiative Measure No. 107 to be sufficient under the provisions of the Revised Code of Washington, Seattle Municipal Code 1.10.110 and 35A.01.040. The Certificate of Sufficiency has been filed under Clerk File No. 313832, and the Initiative Petition is filed under Clerk File No. 313661.

Pursuant to Article IV(1)( B) of the Seattle City Charter, the City Clerk is required to transmit the verification of sufficiency, together with her report thereon to the City Council at a regular meeting not more than twenty (20) days after the City Clerk has received verification of the sufficiency of such petition signatures, and such transmission shall be the introduction of the Initiative bill or measure to the City Council. This Report will be included on the City Council's June 16, 2014, Full Council Agenda.

Please do not hesitate to contact me should you have questions regarding this matter at 684-8361.

**Attachments (2)**

Certificate of Sufficiency  
Initiative Petition No. 107

**Cc:** Mayor Edward Murray  
Peter Holmes, City Attorney  
Wayne Barnett, SEEC

# EXHIBIT H

RE: FOR CLERK FILE No. 313856

June 16, 2014

**CITY COUNCIL MOTION AND DECLARATION OF CITY COUNCIL INTENT**

In accordance with City Charter Article IV, Section 1, the Council hereby rejects Initiative 107, intends on this same day to adopt a different measure (Council Bill 118114) dealing with the same subject but conflicting in several particulars, and directs that both measures be placed on the November 4, 2014 general election ballot to be voted on by the people, in accordance with applicable law. The Council intends to transmit to King County Elections the rejected Initiative 107 via City Council Resolution.

Motion adopted by the City Council the 23<sup>rd</sup> day of June, 2014, and signed by me in open session in authentication of its adoption this 23<sup>rd</sup> day of June, 2014.

  
\_\_\_\_\_  
President \_\_\_\_\_ of the City Council

Filed by me this 23<sup>rd</sup> day of June, 2014.

  
\_\_\_\_\_  
Monica Martinez Simmons, City Clerk

(Seal)



# EXHIBIT I



**City of Seattle Legislative Information Service**

*Information retrieved on July 10, 2014 8:16 AM*

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**Council Bill Number: 118114**  
**Ordinance Number: 124509**

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AN ORDINANCE relating to funding and providing preschool services for Seattle children; requesting that a special election be held concurrent with the November 4, 2014 general election for submission to the qualified electors of the City of a proposition to lift the limit on regular property taxes under Chapter 84.55 RCW and authorize the City to levy additional taxes for up to four years for the purpose of providing accessible high-quality preschool services for Seattle children designed to improve their readiness for school and to support their subsequent academic achievement; adopting the Seattle Preschool Program Action Plan; requiring the adoption of an Implementation Plan by the City Council; authorizing creation of a new subfund; directing the application of levy proceeds; establishing eligibility requirements for providers; creating an oversight committee; authorizing implementing agreements for this levy lid lift commonly known as the Seattle Preschool Program Levy; providing for the facilitation of communication between the City and affected groups; providing for a partnership agreement with Seattle School District No. 1; requiring annual progress reports; proposing a ballot title; and ratifying and confirming certain prior acts.

**Status:** Passed as Amended  
**Date passed by Full Council:** June 23, 2014  
**Vote:** 9-0  
**Date filed with the City Clerk:** June 30, 2014  
**Date of Mayor's signature:** June 27, 2014  
(about the signature date)

**Date introduced/referred to committee:** June 2, 2014  
**Committee:** Committee on Preschool for All  
**Sponsor:** BURGESS; CO-SPONSORS: BAGSHAW, GODDEN, HARRELL, RASMUSSEN, SAWANT  
**Committee Recommendation:** Pass as Amended  
**Date of Committee Recommendation:** June 6, 2014  
**Committee Vote:** 8(Burgess, Bagshaw, Godden, Harrell, Licata, O'Brien, Rasmussen, Sawant)-0

**Index Terms:** CHILDREN, SCHOOLS, INITIATIVES-AND-REFERENDA, SPECIAL-ELECTIONS, SCHOOL-DISTRICT-1, PROPERTY-TAXES

**References/Related Documents:** [C.F. 313661](#), [C.F. 313855](#), [C.F. 313856](#), [Res. 31527](#), and [Res. 31530](#).

**Fiscal Note:** [Fiscal Note to Council Bill No. 118114](#)

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**Text**

CITY OF SEATTLE

ORDINANCE \_\_\_\_\_

COUNCIL BILL \_\_\_\_\_

AN ORDINANCE relating to funding and providing preschool services for Seattle children; requesting that a special election be held concurrent with the November 4, 2014 general election for submission to the qualified electors of the City of a proposition to lift the limit on regular property taxes under Chapter 84.55 RCW and authorize the City to levy additional taxes for up to four years for the purpose of providing accessible high-quality preschool services for Seattle children designed to improve their readiness for school and to support their subsequent academic achievement; adopting the Seattle Preschool Program Action Plan; requiring the adoption of an Implementation Plan by the City Council; authorizing creation of a new subfund; directing the application of levy proceeds; establishing eligibility requirements for providers; creating an oversight committee; authorizing implementing agreements for this levy lid lift commonly known as the Seattle

Preschool Program Levy; providing for the facilitation of communication between the City and affected groups; providing for a partnership agreement with Seattle School District No. 1; requiring annual progress reports; proposing a ballot title; and ratifying and confirming certain prior acts.

WHEREAS, participation in high-quality preschool improves academic performance and significantly increases graduation rates, thereby helping to ensure that future generations of children are well-prepared to enter an increasingly demanding and dynamic workforce; and

WHEREAS, high-quality preschool has been identified as a cost-effective means to address the achievement and opportunity gaps by preparing students for the academic and behavioral expectations of K-12 education; and

WHEREAS, several long-term evaluations, such as the High Scope Perry study, Abecedarian project, and the Chicago Child-Parent Center program, demonstrate that high-quality preschool leads not only to better academic achievement (such as higher reading scores and stronger high school graduation rates), but also to better health, higher-paying jobs, and lower rates of criminal behavior; and

WHEREAS, several jurisdictions, including Boston, San Francisco, the State of Oklahoma, the State of West Virginia, and 31 local districts in New Jersey, are already implementing high-quality preschool open to all children and, according to independent studies, the participating children are achieving the intended positive outcomes; and

WHEREAS, the Washington State Department of Early Learning is promoting alignment of local government efforts with the Washington Preschool Program; and

WHEREAS, the Mayor and City Council will require the Seattle Preschool Program providers to comply with all Washington State licensing provisions intended to ensure the safety of children and families, including those related to criminal background checks, fire safety and health standards; and

WHEREAS, on September 23, 2013, the City Council passed Resolution 31478, which called for developing a voluntary high-quality preschool program available in Seattle; and

WHEREAS, Resolution 31478 directed the Office for Education (OFE), with the assistance of independent consultants, to present to the Council a single written action plan with proposed parameters of the high-quality preschool program; and

WHEREAS, the Executive has proposed a single written Seattle Preschool Program Action Plan;

NOW, THEREFORE,

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. Statement of Adoption, Policy and Intent. The City Council seeks to create a comprehensive approach to City-supported preschool (the "Seattle Preschool Program") through adoption and funding of the Seattle Preschool Program Action Plan ("Action Plan") and requiring adoption of a Seattle Preschool Program Implementation Plan ("Implementation Plan").

A. The City Council adopts and incorporates the Action Plan into this ordinance in its entirety. The Action Plan includes, but is not limited to, the following core strategies for the Seattle Preschool Program:

1. Achieving quality through evidence-based successful practices.
2. Using a mixed-delivery system, with classrooms offered by Seattle Public Schools and community providers.
3. Making participation in the program voluntary for providers and participants.
4. Achieving the ultimate goal of serving all eligible and interested 4-year-olds and all 3-year-olds from families making less than 300% of the federal poverty level in Seattle.
5. Providing free tuition for children from families earning at or below 300% of the federal poverty level.
6. Setting tuition on a sliding scale for families earning more than 300% of the federal poverty level with at least some level of subsidy for all families.

7. Establishing high standards for teacher education and training and supporting teachers in attaining these standards through tuition assistance and embedded professional development.

8. Compensating staff at levels designed to attract and retain well-prepared teachers and to provide fair compensation for a traditionally poorly compensated sector of our economy.

9. Informing programmatic improvement through ongoing, independent evaluation.

B. Levy Proceeds will be used for a four-year demonstration phase of the Seattle Preschool Program. Evidence-based strategies, developments in the early learning field, and best practices related to high-quality preschool may evolve over the course of the demonstration phase. The City Council may, as it deems necessary to strengthen the quality, outcomes, reach or efficiency of the Seattle Preschool Program, amend the Seattle Preschool Program Action Plan and core strategies and priorities for Levy investments through future Council ordinance. The City shall seek the recommendation of the Committee established in Section 7 of this ordinance prior to introducing any such future ordinance.

C. The City Council's intent is that the City shall determine the most appropriate manner in which to effectuate the Action Plan and above core strategies through design and adoption of the Implementation Plan and, as necessary, amendment of the Action Plan. Policy, funding priorities and specific requirements related to all substantive aspects of the Seattle Preschool Program, including but not limited to Preschool Services, tuition, teacher and staff qualifications, training, professional development, and compensation, and communication between the City and preschool teachers and staff, shall be made by the City, in consultation with the Oversight Committee where appropriate, and shall be consistent with this ordinance, the Action Plan and Implementation Plan.

D. The City Council endorses the following Priorities for Funding, consistent with the Action Plan:

Priorities for Levy Funding:

The Action Plan recommends the Seattle Preschool Program begin with a four-year demonstration phase-in. In addition to the program's requirements to ensure preschool that is high-quality and is on track to achieve the positive outcomes for the participating children, the following priorities apply to the schedule of phasing in the Seattle Preschool Program subject to amendment by future Council ordinance:

1. Supporting programs which are able to braid and/or blend funding from multiple sources in order to allow Seattle Preschool Program funds to serve more children.

2. Serving Four-year olds, because they are first to enter kindergarten, and Three-year olds from low-income families (under 300% of the Federal Poverty Level) in mixed-age and mixed-income classrooms.

3. Supporting programs located in areas with the lowest academic achievement as reflected in 3rd grade reading and 4th grade math performance on Measures of Student Progress (MSP) or subsequently adopted assessments as well as areas with high concentrations of low-income households, English Language Learners, and incoming kindergartners.

4. Contracting with Seattle School District No. 1 ("School District").

5. Supporting programs providing extended day and summer services for interested families or offering dual language Preschool Services.

Section 2. Definitions. As used in this ordinance, the following words when capitalized have the following meanings:

A. "Action Plan" means the Seattle Preschool Program Action Plan submitted by the Executive consistent with City Council Resolution 31478 and attached here as Attachment A.

B. "City" means The City of Seattle.

C. "Full Day" means at least six hours per day.

D. "Implementation Plan" means the Seattle Preschool Program Implementation Plan described in Resolution 31527 and Section 8 of this ordinance.

E. "Preschool Services" means the array of programs and activities referred to in Section 1 and Section 5 of this ordinance as well as in both the Action Plan and Implementation Plan, with such modifications as the City

Council may from time to time authorize by ordinance.

F. "Proceeds" means that portion of regular property taxes levied and collected as authorized by voter approval pursuant to this ordinance that are above the limits on levies provided for in RCW 84.55.010, and all interest and other earnings derived from that portion of the Levy.

G. "Three-year olds" means children who are Seattle residents and who are three-years old on August 31<sup>st</sup> prior to the beginning of the school year of enrollment.

H. "Four-year olds" means children who are Seattle residents and who are four-years old on August 31<sup>st</sup> prior to the beginning of the school year of enrollment.

Section 3. Levy of Regular Property Taxes - Submittal. The City hereby submits to the qualified electors of the City a proposition as authorized by RCW 84.55.050 to exceed the levy limitation on regular property taxes contained in Chapter 84.55 RCW, as it now exists or may hereafter be amended, for property taxes levied in 2014 through 2017 for collection in 2015 through 2018, respectively, raising up to \$58,266,518 in aggregate over a period of up to four years. The proposition shall be limited so that the City shall not levy more than \$14,566,630 in the first year, in addition to the maximum amount of regular property taxes it would have been limited to by RCW 84.55.010 in the absence of voter approval under this ordinance, plus other authorized lid lifts. Proceeds shall be used to fund the Seattle Preschool Program, including providing Preschool Services for Seattle children and their families consistent with the comprehensive approach to City-supported preschool described in this ordinance, the Action Plan, the Implementation Plan, and any amendments thereto adopted by future Council ordinance. Pursuant to RCW 84.55.050(4), the maximum regular property taxes that may be levied in 2018 for collection in 2019 and in later years shall be computed as if the levy lid in RCW 84.55.010 had not been lifted under this ordinance.

Section 4. Application of Proceeds. A new City Fund, the Preschool Services Fund, is created in the City Treasury. Unless otherwise directed by ordinance, Proceeds shall be deposited in the Preschool Services Fund and be used for the purposes of this ordinance. The Director of the Office for Education, or successor department, shall have responsibility for administering the Fund. The Director of Finance, or the Director's designee, is authorized to create subfunds or accounts within the Preschool Services Fund as may be needed or appropriate to implement the purposes of this ordinance. Proceeds may be temporarily deposited or invested in such manner as may be lawful for the investment of City money, and interest and other earnings shall be used for the same purposes as the Proceeds.

Section 5. Preschool Services. Preschool Services funded by Proceeds are intended to promote elementary school preparedness, developmentally-appropriate learning activities, and professional development for program providers. Levy investments shall be implemented according to this ordinance, the Action Plan and the Implementation Plan and shall include at a minimum the following:

A. School Readiness. Major program elements include full day high-quality preschool for Three-year olds and Four-year-olds.

B. Program Support: Professional Development and Training. Major program elements include professional development, coaching, and mentoring of instructional staff on an ongoing basis; training for preschool directors and program supervisors; available training for teachers in areas of specific expertise including inclusion, bilingual education, cultural competence, and training and consultation to ameliorate challenging behaviors; and successful transitions from home or other care situations and to kindergarten. The design and implementation of such professional development and training programs shall be made by the City, in consultation with the Oversight Committee described in Section 7 of this ordinance where appropriate, and consistent with this ordinance, the Action Plan and Implementation Plan.

C. Capacity building. Major program elements include tuition support and degree pathway advising for teaching staff to attain required educational credentials from accredited institutions of higher education, facility construction, renovations, and improvements as needed, classroom start-up, and organizational capacity building.

D. Research and Evaluation. Major program elements include not only external, independent evaluation of both program implementation, and short- and long-term evaluation of outcomes and programmatic impacts, but also the creation of necessary data systems.

E. Administration. Major elements include City staff or contracted services to oversee quality assurance, enrollment management, contract monitoring, policy and planning, community outreach, and reporting results.

In the annual City budget or by separate ordinance, the City's legislative authority shall from year to year determine the Preschool Services and funding allocations that will most effectively achieve the Levy goals and outcomes in accordance with Chapter 35.32A RCW. Within a budget year, the City is authorized to reallocate unexpended and unencumbered funds from one core strategy to another by making operating budget transfers consistent with Seattle Municipal Code (SMC) 5.08.020. Before the Executive submits any proposed changes in Levy funding by ordinance, the Executive will seek the recommendation of the Oversight Committee described in Section 7 of this ordinance. If it chooses to, the Executive may seek recommendations from other persons or entities. Unexpended appropriations of Proceeds shall carry forward to subsequent fiscal years until they are exhausted or abandoned by ordinance.

Section 6. Providers. To be eligible to contract with the City to provide preschool through this program, qualified organizations must meet the following criteria, in addition to any criteria established under the Implementation Plan called for in Section 8 and Resolution 31527:

- A. They must be licensed by the Washington State Department of Early Learning to provide preschool services (or exempt from licensing requirements by virtue of being a public school or institution of higher education).
- B. They must participate in the Washington State Early Achievers Program, or a successor program, and receive a rating of three or higher in the Quality Rating and Improvement System.
- C. They must meet minimum requirements for the Classroom Assessment Scoring System (CLASS) and the Early Childhood Environment Rating Scale-Revised (ECERS-R) scores as determined through the implementation planning process.

Section 7. Oversight Committee. Conditioned upon voter approval of the ballot proposition submitted by this ordinance, there is established an Oversight Committee ("Committee") to make recommendations on the design and funding of Levy programs and to monitor the progress of Levy programs in meeting Levy outcomes and goals. The Committee shall be the sole entity with designated authority to make official recommendations on these subjects to the City.

A. The Committee shall make recommendations on the Implementation Plan called for in Section 8 and Resolution 31527 and on the Partnership Agreement called for in Section 11.

B. The Committee shall each year:

1. By February, review the annual report of Levy outcomes and indicators for the previous school year;
2. By April, review mid-year indicators of progress for the first half of the current school year;
3. By May, review and advise on proposed course corrections, program modifications, or program eliminations;
4. By September, review and advise the City Council on proposed expenditures and reallocations, including the annual Levy budget; and
5. Periodically review and advise on program evaluations.

C. The Council requires that the Executive seek the recommendation of the Committee before the Executive submits to the Council the Implementation Plan and the Partnership Agreement. If it chooses to, the Executive may seek recommendations from other persons or entities.

D. The Committee shall consist of the twelve members of the Families and Education Levy Oversight Committee established by Ordinance 123567 with the addition of four Seattle residents with an interest in and understanding of Preschool Services as listed in Section 5. The Mayor shall appoint all four of the resident Committee members. All members appointed by the Mayor shall be confirmed by the City Council.

E. The four resident members shall be appointed to four-year terms. Upon the resignation, retirement, death, incapacity or removal of a Committee member, the Mayor may appoint a replacement for the balance of the term. The Mayor may remove any member who is absent from two or more consecutive meetings without cause. The Mayor may remove any member for other good cause shown or to ensure compliance with subsection F of this section.

F. The four resident members should have professional, personal, or research experience associated with the growth and development of children, including their preschool needs. The City will also seek candidates to serve on the Committee who have an understanding of and experience working with those who have historically not had access to high-quality preschool programs.

G. At all times no more than one of the four additional committee members shall be an officer, director, board member, trustee, partner or employee of an entity that receives or competes for funding under this ordinance; or be a member of the immediate family of, or an individual residing with, an officer, director, board member, trustee, partner or employee of an entity that receives or competes for funding under this ordinance; or be a person seeking or having an arrangement concerning future employment with an entity that receives or competes for funding under this ordinance. For the purposes of this ordinance an individual's "immediate family" means an individual's spouse or domestic partner, child, child of a spouse or domestic partner, sibling, sibling of a domestic partner, brother-in-law, sister-in-law, parent, parent of a spouse or domestic partner, a person for whom the individual is a legal guardian, or a person claimed as a dependent on the individual's most recently filed federal income tax return. Subject to the preceding sentence and applicable law, an individual serving as an officer, director, board member, trustee, partner or employee of an entity that receives or competes for funding under this ordinance, or who has an interest in such an entity, shall not thereby be disqualified from serving on the Committee, but shall fully disclose any such relationships and shall not vote on any matter in which the interest of such entity is directly involved. For purposes of this section, "entity" does not include a City department or office. The provisions of this section are in addition to the requirements of SMC chapter 4.16.

H. The Committee will generally meet every other month or as needed beginning January 2015. The Office for Education, or successor department, shall provide staff and logistical support for the Committee. Members shall serve without pay. The Committee shall continue in existence through December 31, 2018, and thereafter if so provided by ordinance.

Section 8. Implementation Plan. As provided for in Resolution 31527, the Implementation Plan shall be approved and adopted by future ordinance prior to program implementation. The ordinance that adopts the initial Implementation Plan shall identify when Council will be required to approve changes by ordinance.

Section 9. Implementing Agreements. If this proposition is approved by the voters, the City may carry out the Preschool Services with City staff or by direct agreements with the School District, with Public Health -- Seattle & King County, the State of Washington, and Head Start and Early Childhood Education and Assistance Program providers. Additionally, the City may enter into direct agreements with the providers of the curricula specified under the Implementation Plan, and may enter into agreements with consultants through the process under SMC 20.50. Any other Preschool Services shall be carried out through agreements entered into through a process described in the Implementation Plan, which will set out the complete process and schedule for how the additional programs and services will be selected and contracted.

The Mayor or the Mayor's designee is authorized to enter into agreements for Preschool Services as provided in Section 5. When using a request for proposal or request for investment process, the City shall perform outreach to small, economically disadvantaged businesses, including those owned by women and minorities. City agreements with other public entities shall encourage those entities to actively solicit bids for the subcontracting of any goods or services, when such subcontracting is required or appropriate, from qualified small businesses, including those owned by women and minorities. All City agreements for Preschool Services shall require the contracting entities to comply with all then-applicable requirements for non-discrimination in employment in federal, state, and City of Seattle laws and regulations.

Section 10. Communications. The City will facilitate communications with and feedback from teachers and staff of providers, provider organizations, parents/guardians, the School District, other governmental entities, impacted community groups, and other relevant parties on professional development, workforce development, training programs, updated policies, race and social justice impacts, and other information regarding the Seattle Preschool Program, and other pertinent information related to the field of early learning in general. The City has discretion in determining the best method in which to accomplish these communications. The City must issue a report on its communications efforts and offer possible strategies to respond to feedback it receives for consideration in the Implementation Plan, and on an annual basis, at a minimum, thereafter.

Section 11. Race and Social Justice Analysis. A Race and Social Justice Analysis, as outlined in Resolution 31527, must be conducted before, and inform the development of, the Implementation Plan.

Section 12. City of Seattle/Seattle School District No.1 Partnership Agreement. As the Seattle School participates in the Seattle Preschool Program, there shall be a Partnership Agreement(s) ("Partnership Agreement") developed by the City and the School District in which the roles and responsibilities of the City and the School District in implementing Preschool Services are established. The Partnership Agreement shall set forth the parties' roles and responsibilities for achieving the desired outcomes for Preschool Services. It shall outline how the City and the School District shall work collaboratively to the benefit of children in preschool. The Partnership Agreement shall cover items including, but not limited to, data sharing necessary to implement program evaluations and course corrections, standards for delivery of services, curriculum alignment and other proactive measures to ensure effective transitions from preschool to kindergarten and

higher grades, and the sharing of facilities. The City cannot enter into the Partnership Agreement, or materially amend the Partnership Agreement, until the Partnership Agreement or the amendment, as the case may be, is approved by the City Council and the School District. Proceeds may be spent on School District programs or functions only in accordance with an effective Partnership Agreement.

Section 13. Reporting. The Director of the Office for Education, or successor department, will prepare and submit to the Oversight Committee, City Council, the Mayor, and residents of Seattle annual progress reports on the implementation of the Preschool Services covering each of the core strategies in the Action Plan.

Section 14. Election - Ballot Title. The City Council and Mayor find that this ordinance is on the same subject as proposed in Initiative 107 - early learning. The City Council has rejected Initiative 107 and proposes this ordinance as an alternative measure on the same subject pursuant to City Charter Article IV, Section 1. The City Council directs that the City Clerk file this ordinance with the Director of Elections of King County, Washington, as ex officio supervisor of elections, requesting that the Director of Elections call and conduct a special election in the City in conjunction with the state general election to be held on November 4, 2014, for the purpose of submitting to the qualified electors of the City the proposition set forth in this ordinance pursuant to City Charter Article IV, Section 1 and applicable law as an alternative measure different from Initiative 107 but dealing with the same subject. The City Clerk is directed to certify to the King County Director of Elections the ballot title approved by the City Attorney in accordance with his responsibilities under RCW 29A.36.071 and RCW 29A.72.050. The following ballot title statement of subject and concise description are submitted to the City attorney for his consideration:

The City of Seattle's Proposition concerns the City's plan to provide early learning preschool for children.

This proposition funds the City's preschool plan (Ordinance 118114) with the goal of providing safe, high-quality, affordable, and voluntary early learning preschool. The plan requires use of proven strategies, support and training for teachers, tuition support, and evaluation of results in preschools licensed for safety. This proposition authorizes regular property taxes above RCW 84.55 limits, allowing additional 2015 collection of up to \$14,566,630 (approximately 11 cents per \$1,000 assessed value) and \$58,266,518 over four years.

Section 15. Ratification. Certification of such proposition by the City Clerk to the King County Director of Elections in accordance with law prior to the date of such election on November 4, 2014, and any other act consistent with the authority and prior to the effective date of this ordinance, are hereby ratified and confirmed.

Section 16. Severability. In the event any one or more of the provisions of this ordinance shall for any reason be held to be invalid, such invalidity shall not affect any other provision of this ordinance or the levy of the taxes authorized herein, but this ordinance and the authority to levy those taxes shall be construed and enforced as if such invalid provisions had not been contained herein; and any provision which shall for any reason be held by reason of its extent to be invalid shall be deemed to be in effect to the extent permitted by law.

Section 17. Comprehensive law. This ordinance is intended to establish a complete and comprehensive framework for the creation, implementation, and development of a Seattle public preschool program.

Section 18. Conflicting laws. In the event any one or more of the provisions of this ordinance shall for any reason be held to be in conflict with any prior or concurrent enactment of law, this ordinance shall govern.

Section 19. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by Seattle Municipal Code Section 1.04.020.

Upon submission to the vote of the people, if approved, this ordinance shall then take full effect ten days after proclamation by the Mayor of such approval.

Passed by the City Council the \_\_\_\_ day of \_\_\_\_\_, 2014, and signed by me in open session in authentication of its passage this

\_\_\_\_ day of \_\_\_\_\_, 2014.

\_\_\_\_\_

President \_\_\_\_\_ of the City Council

Approved by me this \_\_\_\_ day of \_\_\_\_\_, 2014.

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Edward B. Murray, Mayor

Filed by me this \_\_\_\_ day of \_\_\_\_\_, 2014.

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Monica Martinez Simmons, City Clerk

(Seal)

Attachment A: Seattle Preschool Program Action Plan

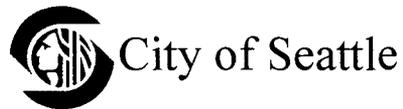
Gerard "Sid" Sidorowicz/dg/CMV DON 2014 SPP ORD June 16, 2014 Version #4





# SEATTLE PRESCHOOL PROGRAM ACTION PLAN

A blueprint for narrowing the  
opportunity and achievement gap



# INDEX



“There is nothing more morally important that I will do as Mayor in the next four years than creating a high quality preschool program for three- and four-year-olds in Seattle.”

- Mayor Ed Murray

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# INTRODUCTION

“A LARGE BODY OF SCIENTIFIC EVIDENCE HAS SHOWN THAT THE FUNDAMENTAL ARCHITECTURE OF THE BRAIN IS ESTABLISHED BEFORE A CHILD ENTERS KINDERGARTEN. THESE EARLY YEARS OF A CHILD’S LIFE ARE AN IMPORTANT WINDOW OF OPPORTUNITY FOR SOCIAL AND COGNITIVE DEVELOPMENT.

The right environments, experiences, and investments in these years can produce a lifetime of benefits. Failure to adequately support young children combined with the adversity that all too many children face can lead to academic failure, troubled lives, low wages, and poor health in later years.

Families who wish to provide good early educational experiences for their children frequently find it difficult to do on their own. Quality preschool programs are expensive, and working parents that need long hours of child care may conclude that a good early education is out of reach. In Seattle, over a quarter of all 3- and 4-year-olds live in families with incomes below 200% of federal poverty level (\$47,700 for a family of four in 2014). Families struggling to make ends meet may find they have limited child care options. ...

The evidence of the importance of early education for brain development and lifetime success combined with the inadequate quality of much early care and education has inspired numerous public policy initiatives to support high-quality, universal preschool. Yet in most states the vast majority of 3- and 4-year-olds have no access to public preschool programs. Increasingly, local communities, including Boston, San Antonio, and Washington, D.C., have been unwilling to wait for state or federal government action and have moved ahead with their own programs.

On September 23, 2013, Seattle City Council joined these cities by unanimously passing...Resolution 31478, which endorsed voluntary, high-quality preschool for all 3- and 4-year-old children. ... The ultimate goal of this program is to offer every family the opportunity to enroll their children in a preschool program that will provide strong support for each child’s learning and development in partnership with parents and caregivers. This will better prepare Seattle’s children to succeed in school and enhance equal opportunity for later life success.”

**BERK in partnership with Columbia City Consulting, Dr. Ellen Frede and Dr. W. Steven Barnett,**  
*Recommendations for Seattle’s Preschool for All Action Plan, 2014*

# THE SEATTLE CONTEXT

Over the last decade, it has become clear that the education “gap” is about more than achievement on standardized tests. From the time children enter school, there is a “preparedness gap.” While some children have ample opportunities to develop school-ready social and pre-academic skills, many others do not. The education “gap” is about opportunity. In Seattle, it is our goal to ensure that every child has the opportunity to thrive in school and life.

On average, children from low-income families and children of color have fewer opportunities to become appropriately prepared for the social and academic challenges of the K-12 system than their peers. Due at least in part to this opportunity gap, in Seattle today, economic and racial disparities persist in third grade reading levels, fourth grade math levels, and high school graduation rates. According to former President of the American Educational Research Association, professor, and researcher Gloria Ladson-Billings, the “historical, economic, sociopolitical, and moral decisions and policies that characterize our society have created an education debt”<sup>1</sup> — a debt formed by annually compounding disparities.

We must address these disparities now, for the sake of our children and our children’s children. Social justice cannot wait as more debt accrues. Now is the time to create opportunities for success. Now is the time to close the opportunity and preparedness gaps.

We now know that disparities linked to family income and race evident early in life can persist throughout a student’s academic career. Here in Washington, the Washington Kindergarten Inventory of Developing Skills (WaKIDS) is used to gather information about children’s developing skills as they enter kindergarten.

AS A FINANCIAL INVESTMENT,  
THE RATE OF RETURN FOR  
FUNDING HIGH-QUALITY  
PRESCHOOL IS ESTIMATED TO  
RANGE BETWEEN \$3 TO \$7  
FOR EVERY \$1 INVESTED.

Observations are completed in six domains: social-emotional, physical, language, cognitive, literacy, and math. WaKIDS data show that of the over 38,000 children who were assessed in the 2013-14 school year, almost 60% of children entered kindergarten below expected levels in one or more of these domains and almost 29% were below expected levels in three or more domains. These deficits were more pronounced for children from low-income families than peers from higher-income families.

Until race and family income no longer predict aggregate school performance, investments must be made to

# THE SEATTLE CONTEXT

ameliorate these inequities. **Research shows that attending a high-quality preschool program can make a positive difference in a child's life, irrespective of the child's socioeconomic background, race, or gender. For this reason and others, the City of Seattle is dedicated to ensuring all children have high-quality early learning opportunities.**

Over the last decade, it has become clear from both scientific and economic perspectives that investments in high-quality learning lead to better academic and life outcomes for children and families. High-quality early learning helps prepare children to enter school with the skills they need to succeed.

The High/Scope Perry Preschool longitudinal study documents better life outcomes for children who received one year of high-quality preschool education. Forty years after participation, benefits for participants have been shown to include higher incomes and educational attainment and lower rates of incarceration as compared with non-participating peers. James Heckman, Nobel laureate and economist at the University of Chicago writes:

“Longitudinal studies demonstrate substantial positive effects of early environmental enrichment on a range of cognitive and non-cognitive skills, schooling achievement, job performance and social behaviors, long after the interventions ended.”<sup>2</sup> More recent independent studies have confirmed the tangible academic and social benefits of high-quality preschool implemented on a large scale in Boston, Tulsa, New Jersey, and other jurisdictions.

In addition to providing benefits for individuals and families, high-quality early childhood education programs have been shown to be profitable investments for society as a whole. As a financial investment, the rate of return for funding high-quality preschool is estimated to range between \$3 and \$7 for every \$1 invested. The best current evidence suggests that for every dollar spent, the average impact on cognitive and achievement outcomes of quality preschool is larger than the average impact of other well-known educational interventions.<sup>3</sup>

Over the last few years states and cities have begun to respond to these scientific and economic imperatives by focusing on early childhood education. States including New Jersey, Oklahoma, and Georgia and cities such as Boston and San Antonio are investing in preschool programs. Washington State has also invested in early learning by creating the Department of Early Learning and developing a Quality Rating and Improvement System, known as Early Achievers, to help early learning programs offer high-quality care by providing resources for preschool and child care providers to support children's learning and development.

In Seattle, we have learned from many of these efforts. We are streamlining the City's current early learning functions and investments into a single organizational unit. Over the past eight months we have developed a

# THE SEATTLE CONTEXT

proposal for the Seattle Preschool Program, focusing on evidence-based approaches to support beneficial outcomes for children, their families, and our city as a whole.

In support of this effort, we have relied on advice and planning support from numerous engaged community members and experts in the field. The City contracted with BERK, in partnership with noted local experts, John Bancroft and Tracey Yee, as well as national experts, Dr. Ellen Frede and Dr. W. Steven Barnett, to develop a set of research-based recommendations for Seattle's Preschool Program.

Drafts of these recommendations were reviewed by eleven national and local experts in education. Over 100 representatives from Seattle's early learning communities participated on six workgroups. Outreach meetings were held with over 60 community groups and attended by hundreds of Seattleites.

Feedback gathered through workgroups and outreach has been used by the consultants to contextualize their recommendations and will continue to inform the City throughout the implementation of the Seattle Preschool Program.

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<sup>1</sup> Ladson-Billings, G. (2006). From the achievement gap to the education debt: Understanding achievement in U.S. schools. *Educational Researcher*, 35(7), 3-12.

<sup>2</sup> Heckman, J. J. (2008). Schools, skills, and synapses. *Economic Inquiry*, 46(3). 289-324.

<sup>3</sup> Yoshikawa, H., Weiland, C., Brooks-Gunn, J., Burchinal, M., Espinosa, L., Gormley, W., ... Zaslow, M. J. (2013). Investing in our future: The evidence base for preschool education. Policy brief, Society for Research in Child Development and the Foundation for Child Development. Retrieved from the Foundation for Child Development website: [fcd-us.org/sites/default/files/Evidence Base on Preschool Education FINAL.pdf](http://fcd-us.org/sites/default/files/Evidence%20Base%20on%20Preschool%20Education%20FINAL.pdf)

# MAYOR MURRAY'S PROPOSAL

With Seattle context in mind, Mayor Murray will transmit legislation to City Council proposing the following:

- » A four-year, \$58 million levy to fund a demonstration phase of the Seattle Preschool Program that will build toward serving 2,000 children in 100 classrooms by 2018.
- » The cost will be \$43.36 a year or \$3.61 a month to the average homeowner in Seattle.
- » The plan is anchored in evidence-based practice, acknowledging that program quality is vital to success.
- » The program will be provided through a mixed-delivery system, with classrooms offered by Seattle Public Schools and community providers.
- » The program will be voluntary for providers and participants.
- » The program will have the ultimate goal of serving all eligible and interested 4-year-olds and all 3-year-olds from families making less than 300% of the federal poverty level in Seattle.
- » Tuition will be free for children from families earning at or below 300% of the federal poverty level.
- » Tuition will be on a sliding scale for families earning more than 300% of the federal poverty level with at least some level of subsidy for all families.
- » The program establishes high standards for teacher education and training and fully supports teachers in attaining these standards through tuition assistance and embedded professional development.
- » Staff compensation levels are designed to attract and retain well-prepared teachers and to provide fair compensation for a traditionally poorly compensated sector of our economy.
- » The program creates a feedback loop to inform programmatic improvement through ongoing, independent evaluation.

This proposal is built on the high-quality parameters of the BERK Recommendations and those of City Council Resolution 31478. The implementation schedule is realistic, so that the necessary quality is truly achieved before the Seattle Preschool Program is expanded. Lessons learned through the four-year demonstration phase of the Seattle Preschool Program will guide our actions in coming years as we work toward achieving our goal of expanding access to affordable, high-quality preschool to Seattle's three- and four-year-olds.

This Administration looks forward to working with partners across the educational continuum to collaborate in making other strategic, evidence-based investments to eradicate the opportunity, achievement, and preparedness gaps.

# CORE GUIDING PRINCIPLES

The plan is evidence-based. If implemented with fidelity, it will **narrow, even eliminate, the opportunity and preparedness gaps** and deliver significant academic gains for the children of Seattle.

## REFLECTED IN:

- ☑ Curricula that is proven effective, play-based, and focused on social-emotional and academic development
- ☑ Staff education and professional development requirements
- ☑ Classroom size and dosage of instruction

The plan will demonstrate **meaningful collaboration and key partnerships** with Seattle Public Schools, the Washington State Department of Early Learning, community-based preschool providers, early childhood development providers, and other stakeholders to deliver an effective and coordinated program that leverages existing resources.

## REFLECTED IN:

- ☑ Use of the State of Washington's Department of Early Learning Quality Rating and Improvement System, known as Early Achievers
- ☑ Head Start and Early Childhood Education and Assistance Program (ECEAP) collaborations
- ☑ A partnership agreement with Seattle Public Schools

The plan includes a **realistic and practical timeline** to achieve and sustain high-quality preschool.

## REFLECTED IN:

- ☑ Quality before quantity approach – 2,000 kids enrolled by 2018
- ☑ 4-year levy demonstration phase
- ☑ Goal of serving all eligible and interested children within 20 years

# CORE GUIDING PRINCIPLES

The program will be **affordable for low- and middle-income families**, ensuring that cost will not be a barrier to participation in high-quality preschool.

## REFLECTED IN:

- ☑ Sliding scale for tuition
- ☑ Families earning at or below 300% of the Federal Poverty Level (\$71,550 for a family of four in 2014) will receive free tuition for each child enrolled
- ☑ Families earning more than 300% of the Federal Poverty Level will pay a per child tuition fee based on the family's total household size and income
- ☑ Within any given household size, families with higher incomes will pay a progressively higher share of the per child tuition fee
- ☑ Families with total household income at or above 760% of the Federal Poverty Level will be limited to a 5% tuition credit per child

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The plan calls for **ongoing monitoring and evaluation** to ensure we meet our school readiness, quality, and achievement goals.

## REFLECTED IN:

- ☑ A comprehensive evaluation strategy for the program, designed with independent evaluation experts
- ☑ Ongoing assessments of classroom quality, which includes making full use of existing assessment infrastructure
- ☑ Use of developmentally-appropriate, performance-based assessments
- ☑ External evaluations of implementation and outcomes

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The Seattle Preschool Program is **voluntary**. It is voluntary for families and it is voluntary for providers.

# CORE GUIDING PRINCIPLES

The plan provides for the **support and resources** to meet the high-quality standards and expectations of the program.

## REFLECTED IN:

- ☑ Competitive salaries for Seattle Preschool Program teachers
- ☑ Coaches and training for teachers and instructors
- ☑ Tuition support for education and certifications
- ☑ Range of pathways and portals for providers to access support and resources

Beyond classroom instruction, the initial phase **will include an additional set of policies, services, and program elements**, that may be modified or enhanced in future phases of the program.

## REFLECTED IN:

- ☑ Setting a 15- to 20-year full implementation goal of serving 80% of all 4-year-olds and all 3-year-olds from families earning less than 300% of the federal poverty level in Seattle
- ☑ Use of Seattle's Race and Social Justice Initiative toolkit and the provision of funding for consultant services to review workforce capacity, identify the needs of refugee and immigrant communities, and offer strategies to create pathways to high-quality early learning opportunities
- ☑ Screenings for developmental and behavioral concerns
- ☑ The provision and leveraging of mental health resources so that teachers can meet the needs of all children

# PROGRAM STANDARDS

## Organizational Model

The City of Seattle will build and manage a preschool program that utilizes a mixed-delivery approach. The City will contract with organizations that meet program standards and expectations, as outlined herein and in the Implementation Plan (which will be developed by the City of Seattle's Office for Education to detail the standards presented here). The City anticipates partnering with:

- Seattle Public Schools
- Community-based preschool providers
- Hub organizations that provide administrative support to a variety of cooperating providers

After initial program start-up, the City will work to develop a Family Child Care (FCC) Pilot to assess whether and how partnering with FCC providers can be implemented in a way that achieves, in a cost-effective manner, the same quality standards as other types of providers.

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## Organizational Eligibility

To be eligible to contract with the City to provide preschool through this program, qualified organizations will need to meet the following criteria:

- They must be licensed by the Washington State Department of Early Learning to provide preschool services (or exempt from licensing requirements by virtue of being a public school or institution of higher education).
- They must participate in the Early Achievers Program, hold a rating of Level 3 or above, and meet minimum requirements for the Classroom Assessment Scoring System (CLASS) and the Early Childhood Environment Rating Scale-Revised (ECERS-R) scores as determined through the Implementation Planning process.

In order to participate in the program, organizations must commit to:

- Providing two or more preschool classrooms
- Ensuring that all children in contracted classrooms are Seattle residents
- Adhering to the program standards listed herein

# PROGRAM STANDARDS

## **Contracting Priorities**

Contracting with Seattle Public Schools will be a priority. Additionally, priority will be given to qualified organizations meeting the standards listed herein that:

- Have the capacity to provide more preschool classrooms for the program.
- Make care available before and after preschool classroom hours, on holidays, and over the summer.
- Provide dual language programs.
- Have higher ratings in Early Achievers and higher scores in CLASS and ECERS-R.
- Are located in areas with the lowest academic achievement as reflected in 3rd grade reading and 4th grade math performance on Measures of Student Progress (MSP) or subsequently adopted assessments, as well as those with high concentrations of low-income households, English language learners, and incoming kindergartners.
- Provide preschool services through Head Start or Early Childhood Education and Assistance Program (ECEAP).
- Have existing contracts with the City to provide preschool services.

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## **Teacher-Student Ratio and Class Size**

- The maximum class size is 20, with a ratio of 1 adult for every 10 children. In the average classroom, we anticipate one Lead Teacher and one Instructional Assistant.
- In classrooms where more than 6 of the students are considered to be members of a “special population” as defined in the Implementation Plan (for example, children in foster/kinship care or other areas of child welfare system, English language learners, children who receive special education services), additional instructional staff support will be provided for the classroom.

# PROGRAM STANDARDS

## Student eligibility

The program will be open to Seattle residents who:

- Are 4-years-old on August 31st prior to the beginning of a school year of enrollment, or
- Are 3-years-old on August 31st from families with income equal to 300% of Federal Poverty Level or below.

As the program is ramping up, priority will be given to:

- Children who are currently enrolled in preschool with a contracted organization.
- Children whose sibling is currently enrolled in the Seattle Preschool Program and would be concurrently enrolled with the sibling in the year of enrollment.
- Children living in close proximity to available program classrooms.
- Children who are 4-years-old relative to children who are 3-years-old, both during the initial enrollment process and when there is a wait list.

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## Dosage: Classroom Hours

Preschool classes will operate on a full-day schedule. In a typical week, this will mean 5 days a week and 6 hours per day. Children will attend preschool 180 days per year.

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## Language Support

Dual language programs that meet the qualifications of the Seattle Preschool Program and are representative of Seattle's linguistic diversity will receive funding priority.

Bilingual lead teachers and instructional assistants who meet the competency criteria developed in the Implementation Plan will be fairly compensated for their expertise.

Students will be assessed in languages of instruction when feasible.

# PROGRAM STANDARDS

## Curricula

Providers will be required to adopt the approved curricula as detailed in the Implementation Plan.

After 2018, a curriculum waiver process will be considered for high-quality providers.

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## Staff Education Requirements

All newly hired staff will be required to meet the following standards:

- Director and/or Program Supervisor: Bachelor's Degree in Early Childhood Education or a BA with college-level coursework in Early Childhood Education. Expertise or coursework in educational leadership and business management is also required.
- Lead Teachers: Bachelor's Degree in Early Childhood Education or a BA and a State Teaching Credential with a P-3 Endorsement.
- Assistant Teachers: Associate's Degree in Early Childhood Education or two years of coursework in Early Childhood Education meeting Washington State Core Competencies for Early Care and Educational Professionals.
- Coaches: Bachelor's Degree in Early Childhood Education or a BA and a State Teaching Credential with a P-3 Endorsement. "Endorsements" in selected curricula are also required.

Current staff will be given 4 years to meet these requirements. The City will work with local colleges and universities to develop an alternate route program for teachers with Bachelor's Degrees in fields other than Early Childhood Education. The City will also develop an alternative process through which experienced, high-quality lead teachers — as defined in the Implementation Plan — may be granted waivers.

Compensation will vary based on degree attainment, State certification status, and experience. Lead teachers who meet the education/certification requirements above will be paid on par with public school teachers.

# PROGRAM STANDARDS

## Staff Professional Development

The City's professional development model is coaching intensive. Coaches who have been "certified" or "endorsed" in the selected curricula will provide:

- On-site curriculum support (reflective coaching) to teachers, center directors, and program supervisors.
- Off-site training.

Additionally, training will be provided in areas of need, likely including:

- Best practices in inclusion, bilingual education, cultural relevancy, and classroom management for Lead Teachers and Instructional Assistants.
- Best practices in reflective coaching, educational leadership, and business management for Directors and Program Supervisors.

Additionally, the City will coordinate with the Washington State Department of Early Learning to leverage professional development resources available to providers through the Early Achievers Program.

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## Developmentally Appropriate, Inclusive Support

The Seattle Preschool Program will have a "Zero Expulsion and Suspension Policy." The Program will take an integrated approach to supporting children's social and emotional growth by providing developmentally appropriate curriculum resources and professional development and coaching to all contracted organizations.

Furthermore, the City will:

- Support screenings, such as: The Early Screening Inventory-Revised Version (ESI-R), the Ages and Stages Questionnaire (ASQ), and/or the Ages and Stages Questionnaire-Social Emotional (ASQ-SE).
- Provide in-class support for teachers from coaches or mental health professionals as needed.
- Support teachers in effectively meeting the needs of all children, especially those who exhibit challenging behaviors.
- Work alongside Seattle Public Schools Special Education department to meet the needs of children with Individualized Educational Plans (IEPs).

# PROGRAM STANDARDS

## Family Engagement

The Seattle Preschool Program will:

- Prioritize a universal family engagement approach that integrates intentional parent/child activities and promotes academic, social, and emotional school readiness.
  - » Families will be provided with evidence-based activities, which could include proven home-learning activities, tied to the chosen curriculum models.
  - » Providers will host events throughout the school year to connect families to resources and information on topics such as child development and nutrition.
- Build on Early Achievers Strengthening Families framework to increase providers' foundational knowledge about the importance of parents and families in children's lives and the family's impact on child outcomes.
- Create a family engagement grant fund that could be used by providers to design, develop, and provide family engagement activities.

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## Governance and Organizational Structure

The City of Seattle's Office for Education, or successor city agency, will administer the program.

The City will establish a Preschool Levy Oversight Body, which will be an expansion of the current Families and Education Levy Oversight Committee, to make recommendations on the design and funding of the program and to monitor the progress of the program in meeting its outcomes and goals.

# PROGRAM STANDARDS

## Kindergarten Transitions

The City will work with the Washington State Department of Early Learning and Seattle Public Schools and execute written agreements to:

- Align practices, responsibilities, and timelines and to address data sharing, academic expectations, curriculum alignment, and professional development.
  - Ensure that families are connected with available information and resources.
- 

## Capacity Building

The City of Seattle is committed to developing Seattle Preschool Program workforce and helping existing preschool providers meet the quality standards herein and in the Implementation Plan.

To accomplish this, the City will:

- Provide funding for tuition assistance to program instructional and administrative staff to meet program standards.
  - Fund facilities renovations, improvements, and start-up when needed.
- 

## Timeline, Ramp-Up and Cost

This Action Plan is for a 4-year demonstration phase of the Seattle Preschool Program. The City aims to serve over 2,000 of all eligible children by the 2018-2019 school year.

The Seattle Preschool Program will be submitted as an ordinance, pending the concurrence of City Council. A special election will be held in conjunction with the state general election on November 4, 2014 for the purpose of approving a four-year property tax levy. The net cost to the City is projected to be approximately \$58,000,000. The average per child reimbursement to providers is projected to be approximately \$10,700.

# PROGRAM STANDARDS

## **Outcomes and Evaluations**

The City of Seattle's Office for Education, or successor city agency, in partnership with independent experts in early learning and evaluation, will develop a Comprehensive Evaluation Strategy (CES) based on the recommendations for quality assurance and program evaluation provided by BERK. The CES will outline an approach to and timeline for conducting and reporting both process and efficacy evaluations.

The process evaluation will assess the City's administration and oversight of the Seattle Preschool Program, the quality of providers contracted to provide preschool in the Seattle Preschool Program, and the fidelity of the implementation of program standards outlined herein and in the Implementation Plan. The efficacy evaluation will provide valid estimates of the effectiveness of the program in achieving its goal of improving children's preparedness for kindergarten with sufficient precision to guide decisions about the program. Toward this end, the CES will define key research questions, outline an approach to data collection and analysis, and create a timeline for reporting the results of evaluations to the Mayor, City Council, the Levy Oversight Committee, and the public. All evaluations will be conducted by independent, external experts in early learning and evaluation.

# MOVING FORWARD

This plan and the Recommendations for Seattle's Preschool for All Action Plan, a report commissioned by the City of Seattle and completed by BERK in partnership with Columbia City Consulting, Dr. Ellen Frede, and Dr. W. Steven Barnett will be transmitted to City Council in May 2014 in response to City Council Resolution 31478.

Two pieces of legislation are expected to result from this plan: a ballot measure ordinance and a resolution that would approve this Action Plan.

Pending City Council approval of the ballot measure ordinance, the City Clerk will file an ordinance with the Director of Elections of King County, Washington, as ex officio supervisor of elections, requesting that the Director of Elections call and conduct a special election in the City in conjunction with the state general election to be held on November 4, 2014, for the purpose of submitting to the qualified electors of the City the proposition set forth in the ordinance.

The City of Seattle's Office for Education will develop an Implementation Plan that addresses all program standards outlined herein. The Implementation Plan will be included in an ordinance package to be approved by City Council by 2015.

# ESTIMATED PROGRAM BUDGET

EXPENDITURES	2015	2016	2017	2018	2019 (8 months)	
School Readiness	\$1,053,928	\$4,731,254	\$10,162,059	\$17,108,285	\$14,555,521	\$47,611,047
Program Support	\$247,675	\$742,874	\$1,392,357	\$2,160,650	\$1,654,922	\$6,198,478
Capacity Building	\$1,342,346	\$2,597,576	\$2,806,910	\$2,913,052	\$1,942,479	\$11,602,363
Research & Evaluation	\$918,614	\$687,115	\$759,817	\$819,711	\$599,242	\$3,784,499
Administration	\$1,711,616	\$2,116,001	\$2,328,807	\$2,576,965	\$1,792,728	\$10,526,117
<b>Total expenditures</b>	<b>\$5,274,179</b>	<b>\$10,874,819</b>	<b>\$17,449,950</b>	<b>\$25,578,664</b>	<b>\$20,544,891</b>	<b>\$79,722,504</b>
REVENUES						
Tuition	\$140,860	\$683,367	\$1,541,202	\$2,554,823	\$2,158,020	\$7,078,272
Head Start	\$42,137	\$170,537	\$304,969	\$445,646	\$361,514	\$1,324,802
ECEAP	\$80,041	\$323,940	\$579,297	\$846,517	\$686,706	\$2,516,502
Step Ahead	\$177,707	\$721,659	\$1,297,670	\$1,892,597	\$1,524,477	\$5,614,111
Families & Education Levy Leveraged Funds	\$113,533	\$447,855	\$765,035	\$1,086,811	\$879,798	\$3,293,031
Working Connections Child Care (WCCC)	\$41,632	\$164,767	\$283,446	\$400,014	\$318,259	\$1,208,117
Child Care Assistance Program (CCAP)	\$16,880	\$65,212	\$107,297	\$134,230	\$90,882	\$414,500
Child and Adult Care Food Program (CACFP)	\$38,383	\$186,212	\$419,965	\$696,168	\$588,042	\$1,928,770
<b>Total revenues</b>	<b>\$651,174</b>	<b>\$2,763,549</b>	<b>\$5,298,880</b>	<b>\$8,056,805</b>	<b>\$6,607,697</b>	<b>\$23,378,106</b>
<b>Difference (Net Program Cost)</b>	<b>\$4,623,006</b>	<b>\$8,111,271</b>	<b>\$12,151,070</b>	<b>\$17,521,858</b>	<b>\$13,937,194</b>	<b>\$56,344,398</b>
<b>+ 3% contingency:</b>	<b>\$138,690</b>	<b>\$243,338</b>	<b>\$364,532</b>	<b>\$525,656</b>	<b>\$418,116</b>	<b>\$1,690,332</b>
<b>TOTAL:</b>	<b>\$4,761,696</b>	<b>\$8,354,609</b>	<b>\$12,515,602</b>	<b>\$18,047,514</b>	<b>\$14,355,310</b>	<b>\$58,034,730</b>

Actual revenues and expenditures may vary depending on factors such as enrollment and the sliding scale fee schedule.

# ESTIMATED PROGRAM BUDGET

## Notes

1. A four-year levy would collect \$58,034,730 over four years (2015-2018), with approximately \$14.5 million collected annually. This budget represents how the funds collected will be invested over five calendar years (through the end of the 2018-19 school year). The 2019 budget represents eight months of expenditures (January through August 2019).
2. The 2015 budget assumes a full year of expenditures, including program ramp up costs in early 2015. The preschool program would begin at the start of the 2015-16 school year.
3. The budget assumes the following estimated number of children would be served through the 2018-19 school year:

	<b>SY 2015-16</b>	<b>SY 2016-17</b>	<b>SY 2017-18</b>	<b>SY 2018-19</b>
<b>3-year-olds</b>	90	259	461	660
<b>4-year-olds</b>	190	521	939	1,340
<b>Total</b>	<b>280</b>	<b>780</b>	<b>1,400</b>	<b>2,000</b>
<b>Classrooms</b>	<b>14</b>	<b>39</b>	<b>70</b>	<b>100</b>

# SLIDING SCALE FEE SCHEDULE

Household Income	-----HOUSEHOLD SIZE-----						
	2	3	4	5	6	7	8
\$30,000	Free	Free	Free	Free	Free	Free	Free
\$35,000	Free	Free	Free	Free	Free	Free	Free
\$40,000	Free	Free	Free	Free	Free	Free	Free
\$45,000	Free	Free	Free	Free	Free	Free	Free
\$50,000	\$875	Free	Free	Free	Free	Free	Free
\$55,000	\$963	Free	Free	Free	Free	Free	Free
\$60,000	\$1,200	\$1,050	Free	Free	Free	Free	Free
\$65,000	\$1,950	\$1,138	Free	Free	Free	Free	Free
\$70,000	\$2,450	\$1,225	Free	Free	Free	Free	Free
\$75,000	\$2,813	\$1,500	\$1,313	Free	Free	Free	Free
\$80,000	\$3,000	\$2,400	\$1,400	Free	Free	Free	Free
\$85,000	\$3,825	\$2,975	\$1,488	\$1,488	Free	Free	Free
\$90,000	\$4,050	\$3,150	\$1,800	\$1,575	Free	Free	Free
\$95,000	\$4,275	\$3,563	\$1,900	\$1,663	Free	Free	Free
\$100,000	\$4,750	\$3,750	\$3,000	\$1,750	\$1,750	Free	Free
\$105,000	\$4,988	\$4,725	\$3,675	\$2,100	\$1,838	Free	Free
\$110,000	\$5,225	\$4,950	\$4,125	\$2,200	\$1,925	\$1,925	Free
\$115,000	\$5,463	\$5,175	\$4,313	\$3,450	\$2,013	\$2,013	Free
\$120,000	\$10,173	\$5,400	\$4,500	\$4,200	\$2,400	\$2,100	Free
\$125,000	\$10,173	\$5,938	\$5,625	\$4,375	\$2,500	\$2,188	\$2,188
\$130,000	\$10,173	\$6,175	\$5,850	\$4,875	\$3,900	\$2,600	\$2,275
\$135,000	\$10,173	\$6,413	\$6,075	\$5,063	\$4,725	\$2,700	\$2,363
\$140,000	\$10,173	\$6,650	\$6,300	\$5,250	\$4,900	\$2,800	\$2,450
\$145,000	\$10,173	\$6,888	\$6,525	\$5,438	\$5,075	\$4,350	\$2,900
\$150,000	\$10,173	\$7,125	\$7,125	\$6,750	\$5,625	\$4,500	\$3,000
\$155,000	\$10,173	\$10,173	\$7,363	\$6,975	\$5,813	\$5,425	\$3,100
\$160,000	\$10,173	\$10,173	\$7,600	\$7,200	\$6,000	\$5,600	\$3,200
\$165,000	\$10,173	\$10,173	\$7,838	\$7,425	\$6,188	\$5,775	\$4,950
\$170,000	\$10,173	\$10,173	\$8,075	\$7,650	\$7,650	\$6,375	\$5,950
\$175,000	\$10,173	\$10,173	\$8,313	\$8,313	\$7,875	\$6,563	\$6,125
\$180,000	\$10,173	\$10,173	\$8,550	\$8,550	\$8,100	\$6,750	\$6,300
\$185,000	\$10,173	\$10,173	\$10,173	\$8,788	\$8,325	\$6,938	\$6,938
\$190,000	\$10,173	\$10,173	\$10,173	\$9,025	\$8,550	\$8,550	\$7,125
\$195,000	\$10,173	\$10,173	\$10,173	\$9,263	\$8,775	\$8,775	\$7,313
\$200,000	\$10,173	\$10,173	\$10,173	\$9,500	\$9,500	\$9,000	\$7,500

The Sliding Scale Fee illustrates the approximate annual tuition fees families will pay on a per child basis. Additional detail regarding the underlying slide scale fee assumptions are detailed in the fiscal note. The adopted sliding scale fee may be modified over time via ordinance to account for any changes in program costs and provider reimbursement rates.

# ACKNOWLEDGEMENTS

Mayor Murray would like to acknowledge the hard work and dedicated planning that has gone into creating this Action Plan.

## **Special thanks to:**

**Seattle City Council President Tim Burgess**

**BERK Consulting**

**Dr. Ellen Frede, Acelero Learning**

**Dr. W. Steven Barnett, National Institute for Early Education Research**

**John Bancroft, Columbia City Consulting**

**Tracey Yee, Columbia City Consulting**

### **Staff from:**

Mayor's Office, City of Seattle

Seattle City Council, City of Seattle

Office for Education, City of Seattle

City Budget Office, City of Seattle

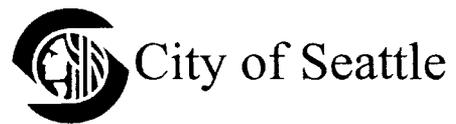
Human Services Department, City of Seattle

Public Health - Seattle & King County

Seattle Public Schools

Washington State Department of Early Learning

The City also extends its appreciation to the Seattle Early Education Collaborative and the Seattle early learning community for their continued support and cooperation.



# EXHIBIT J



**City of Seattle Legislative Information Service**

*Information retrieved on July 9, 2014 2:31 PM*

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**Resolution Number: 31527**

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A RESOLUTION relating to the Seattle Preschool Program; outlining the elements to be addressed in a subsequent Seattle Preschool Program Implementation Plan, which shall be adopted by ordinance prior to the implementation of a Seattle Preschool Program.

**Status:** Adopted as Amended  
**Date adopted by Full Council:** June 23, 2014  
**Vote:** 9-0

**Date introduced/referred to committee:** June 2, 2014  
**Committee:** Committee on Preschool for All  
**Sponsor:** BURGESS; CO-SPONSORS: BAGSHAW, GODDEN, HARRELL, RASMUSSEN, SAWANT  
**Committee Recommendation:** Adopt as Amended  
**Date of Committee Recommendation:** June 6, 2014  
**Committee Vote:** 8(Burgess, Bagshaw, Godden, Harrell, Licata, O'Brien, Rasmussen, Sawant)-0

**Index Terms:** CHILDREN, SCHOOLS, INITIATIVES-AND-REFERENDA, SPECIAL-ELECTIONS, SCHOOL-DISTRICT-1, PROPERTY-TAXES

**References/Related Documents:** [C.F. 313661](#), [C.F. 313855](#), [C.F. 313856](#), [Res. 31530](#), and [C.B. 118114](#).

**Fiscal Note:** [Fiscal Note to Resolution 31527](#)

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**Text**

CITY OF SEATTLE

RESOLUTION \_\_\_\_\_

A RESOLUTION relating to the Seattle Preschool Program; outlining the elements to be addressed in a subsequent Seattle Preschool Program Implementation Plan, which shall be adopted by ordinance prior to the implementation of a Seattle Preschool Program.

WHEREAS, on June 17, 2013, experts from the University of Washington's Institute for Learning and Brain Sciences (I- LABS) and the National Institute for Early Education Research presented research to the City Council that made the case for investing in high-quality preschool; and

WHEREAS, research demonstrates high-quality preschool can close the opportunity and achievement gaps between young children entering kindergarten and that early investments in children are more cost effective than reactive interventions that attempt to resolve problems after they have taken root; and

WHEREAS, existing preschool programs vary greatly in terms of quality, yet only high-quality preschool programs produce positive child gains; and

WHEREAS, a recent meta-analysis of preschool studies found high- quality preschool requires well-qualified teachers who "help children acquire new knowledge and skills, provide input to children, elicit verbal responses and reactions from them, and foster engagement in and enjoyment of learning," in addition to using curricula that focus on language, literacy, math, and socio-emotional development; and

WHEREAS, research shows that "structural" elements are also important predictors of a high-quality preschool program, including providing a sufficient level of classroom and instructional hours, maintaining a low student-to-teacher ratio, and requiring teacher credentials; and

WHEREAS, on September 23, 2013, the City Council passed Resolution 31478, which called for developing a

voluntary, high-quality preschool program available in Seattle; and

WHEREAS, in Resolution 31478, the City Council directed the Office for Education (OFE), in consultation with early learning experts, to develop an "Action Plan" that would recommend specific elements of a high-quality Seattle Preschool Program; and

WHEREAS, on May 16, 2014, OFE presented an Action Plan recommending specific elements of a Seattle Preschool Program to the City Council for review and approval;

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, THAT

Section 1. City implementation of the Action Plan is contingent upon voter approval of a November 4, 2014 special election ballot measure ("Levy"), as detailed in C.B. 118114.

Section 2. If the ballot measure proposed in C.B. 118114 is approved or passed by the voters of Seattle, the Mayor shall submit a "Seattle Preschool Program Implementation Plan" to the City Council for review and approval by ordinance no later than February 23, 2015.

Section 3. If the ballot measure proposed in C.B. 118114 is approved or passed by the voters of Seattle, the Mayor shall submit a Comprehensive Evaluation Strategy ("Evaluation Strategy") to the City Council for review and approval by ordinance no later than June 1, 2015. The Evaluation Strategy for the program shall be designed with independent evaluation experts.

The Evaluation Strategy will use both process and impact evaluations, as well as on-going continuous quality improvement controls. The Evaluation Strategy shall address what, when, and how evaluations will be carried out and identify dates for submitting completed evaluations to the City Council. The Evaluation Strategy will also identify the key evaluation questions to be answered for each type of evaluation undertaken. In addition to outlining the types of process and impact evaluations that will be undertaken to gauge preschool and provider quality and child impacts, the Evaluation Strategy shall include a process evaluation specifically designed to assess the City's administration, oversight, scale up, and implementation of its Seattle Preschool Program beginning no later than the end of Year 1 of program implementation with an initial report due at the end of Year 2 and an update due at the end of Year 3. All evaluations shall be conducted by independent, external evaluation expert(s). Ideally, the Evaluation Strategy will identify on-going research partnerships with institutions with noted expertise in early learning and evaluation.

Section 4. The City Council will review the Seattle Preschool Program Implementation Plan for consistency with the following principles:

A. Ensures quality is prioritized over quantity, i.e., the pace of growth will be dictated by the number of providers meeting threshold standards for quality as measured by the Department of Early Learning's Early Achiever's Quality Rating and Improvement System (QRIS).

B. Leverages knowledge, resources, and programs implemented by the State Department of Early Learning, Seattle Public Schools, and the University of Washington's Childcare Quality and Early Learning Center for Research and Training to the fullest possible extent to ensure Levy dollars are used efficiently and effectively.

C. Contains opportunities for close collaboration between the City and institutional and community partners to avoid creating redundant, conflicting, and inefficient oversight structures and program standards and results in a cohesive, high-quality, cost-effective preschool program.

D. Demonstrates a commitment to evidence-based practices that result in positive outcomes for participating children, including assessment and accountability tools based on child developmental outcomes.

E. Creates a continuous quality improvement system that enables the City to identify necessary course corrections in real time and improve program implementation and outcomes.

F. Employs a mixed-delivery model that expands on the strengths of our current preschool community.

G. Invests in capacity building and professional development to increase program quality and improve teacher instruction.

H. Supports a compensation system that encourages classroom teachers and preschool directors to make

progress toward the requisite position credentials and supports preschool providers in retaining well-qualified instructional staff.

I. Invests in proven strategies that nurture and support meaningful family engagement in each child's education.

J. Provides services in a culturally and linguistically appropriate manner, creating programming that responds to the needs of low-income families and English language learners.

K. Identifies a comprehensive and detailed evaluation strategy to produce reliable data that will inform appropriate program standards, program administration and implementation practices, as well as demonstrate overall impacts on child outcomes.

L. Evidences a commitment to leveraging external funding sources to supplement levy dollars.

Section 5. The Seattle Preschool Program Implementation Plan submitted by the Mayor for Council approval shall address, at a minimum, the following:

A. Detailed program performance standards (similar in the level of detail and topics addressed as those issued in 2014 by the State Department of Early Learning for its low-income preschool program).

B. How the delivery of a Seattle Preschool Program will be scaled up over the life of the Levy while maintaining and improving program quality.

C. How preschool spaces will be allocated in the event demand exceeds supply.

D. The process for implementing and refining the approved sliding fee scale.

E. Proposed guidelines governing qualifications and conditions for receipt of need-based tuition assistance for providers as well as procedures to ensure other financial aid resources are leveraged first.

F. Circumstances under which a 1:10 teacher-student ratio and maximum class size of 20 may be allowed to vary.

G. Guidelines pertaining to how provider reimbursement rates will be determined and adjusted over time.

H. Guidelines governing the provider selection process and criteria to be used for selecting providers, including minimum rating levels in Early Achievers, the State's Quality Rating Improvement System (QRIS) and how these levels will be adjusted upwards over time. The initial threshold for provider participation should include an overall QRIS of at least a "3" on a scale of 1-5, as well as requirements for the Classroom Assessment Scoring System (CLASS) and the Early Childhood Environment Rating Scale- Revised (ECERS-R) scores.

I. Guidelines and conditions related to the disbursement of facility and capital improvement funds.

J. The specific processes by which the City will solicit on-going meaningful input on program administration and implementation from early learning experts, preschool teachers and directors, the State Department of Early Learning, Seattle Public Schools, and families.

K. How the City will ensure families know when a preschool classroom funded by the Seattle Preschool Program opens or expands near their home and how to apply.

L. An organizational chart that details the positions and reporting structure for staff implementing the Seattle Preschool Program.

M. A description of what services will be directly provided by the City versus those that will be contracted through competitive processes, consistent with Section 9 of C.B. 118114.

N. A line item budget detailing how funds will be allocated among the specific program services and activities described in Section 5 of C.B. 118114.

O. A proposed Memorandum of Understanding with the Washington State Department of Early Learning to ensure close alignment with the State's preschool programs and Early Achievers program and identifying additional areas where resources, efforts, and program knowledge can be shared and leveraged, including when and where it makes sense to conduct joint evaluations.

P. A written agreement with the Seattle School District to ensure data sharing mechanisms as well as appropriate preschool to kindergarten transitions are in place and identifying other areas where resources, efforts, and program knowledge can be shared and leveraged.

Q. A proposal for the content of an annual reporting plan to the City Council. The annual reporting plan should include, at a minimum, data related to student outcomes, progress on provider capacity building efforts, revenues and expenditures by category, an update of evaluation activities, and progress made on building the City's own internal capacity and administrative abilities to oversee and implement a preschool program based on key indicators and milestones.

R. A plan for the City to work with local colleges and universities to develop an alternate route program for teachers with Bachelor's Degrees in fields other than Early Childhood Education, and for those without Bachelor's Degrees, the City will develop an alternative process through which experienced, high-quality teachers may be granted waivers.

Section 6. The Seattle Preschool Program Implementation Plan submitted by the Mayor for Council approval shall also be informed by an analysis of the program that applies the principles of the City's Race and Social Justice Initiative, including the use of the Racial Equity Toolkit. The Office for Education, the Office of Immigrant and Refugee Affairs, the Office of Civil Rights, and the Office of Policy and Innovation shall come together as an interdepartmental team to create a specific toolkit for this process and execute this toolkit. They will provide an "RSJI Toolkit Plan" to City Council, outlining the anticipated details of the toolkit within 30 days of passage of this resolution and will address, among other matters:

- A. The specific early learning community stakeholders who will be assessed within the RSJI toolkit process;
- B. How the RSJI Toolkit Plan will assess economic, cultural and linguistic barriers to participation;
- C. How the RSJI Toolkit Plan will offer possible strategies to address these barriers and be responsive to the specific needs of low income, immigrant and refugee communities, and communities of color, and;
- D. How the RSJI Toolkit Plan will involve external community stakeholders in conducting the analysis.

Section 7. The ordinance approving the Seattle Preschool Implementation Plan should identify when changes to the Seattle Preschool Implementation Plan will require approval by the City Council via ordinance.

Adopted by the City Council the \_\_\_\_ day of \_\_\_\_\_, 2014, and signed by me in open session in authentication of its adoption this \_\_\_\_\_ day

of \_\_\_\_\_, 2014.

\_\_\_\_\_  
President \_\_\_\_\_ of the City Council

THE MAYOR CONCURRING:

\_\_\_\_\_  
Edward B. Murray, Mayor

Filed by me this \_\_\_\_ day of \_\_\_\_\_, 2014.

\_\_\_\_\_  
Monica Martinez Simmons, City Clerk

(Seal)

Erica Johnson/dg/CMV DON 2014 SPP RES June 6, 2014 Version #3



# EXHIBIT K



## City of Seattle Legislative Information Service

Information retrieved on July 9, 2014 2:32 PM

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### Resolution Number: 31530

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A RESOLUTION regarding Initiative 107 concerning early learning and child care (rejected by the City Council on June 23, 2014) and authorizing the City Clerk and the Executive Director of the Ethics and Elections Commission to take those actions necessary to enable proposed Initiative 107 to appear on the November 4, 2014 ballot and in the local voters' pamphlet in conjunction with the Seattle Preschool Program (City Council Bill 118114), which is a proposed alternative measure on the same subject matter in accordance with Charter Article IV; and requesting the King County Elections' Director to place the proposed Initiative 107 on the November 4, 2014 election ballot in accordance with applicable law.

**Status:** Adopted as Amended  
**Date adopted by Full Council:** June 23, 2014  
**Vote:** 8-1 (opposed: Sawant)

**Date introduced/referred to committee:** June 16, 2014  
**Committee:** Full Council  
**Sponsor:** BURGESS

*(No indexing available for this document)*

**References/Related Documents:** [C.F. 313661](#), [C.F. 313855](#), [C.F. 313856](#), [Res. 31527](#), and [C.B. 118114](#).

**Fiscal Note:** [Fiscal Note to Resolution 31530](#)

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### Text

CITY OF SEATTLE

RESOLUTION \_\_\_\_\_

A RESOLUTION regarding Initiative 107 concerning early learning and child care (rejected by the City Council on June 23, 2014) and authorizing the City Clerk and the Executive Director of the Ethics and Elections Commission to take those actions necessary to enable proposed Initiative 107 to appear on the November 4, 2014 ballot and in the local voters' pamphlet in conjunction with the Seattle Preschool Program (City Council Bill 118114), which is a proposed alternative measure on the same subject matter in accordance with Charter Article IV; and requesting the King County Elections' Director to place the proposed Initiative 107 on the November 4, 2014 election ballot in accordance with applicable law.

WHEREAS, the City of Seattle has over the course of the past year researched best practices on providing high-quality early learning opportunities and conducted outreach to and solicited input from the community and stakeholders related to high-quality early learning opportunities; and

WHEREAS, as a result of this extensive process, the City of Seattle has developed a comprehensive, integrated approach for the City to expand the delivery of voluntary, affordable, high-quality preschool to Seattle's children with Council Bill 118114; and

WHEREAS, an important component of the City of Seattle's high-quality preschool plan outlined in Council Bill 118114 grants the City discretion in implementing an evidence-based approach to preschool teacher certification, training and professional development, and calls for the use of teacher coaches and coordination with the Washington State Department of Early Learning; and

WHEREAS, Council Bill 118114 requires the City to facilitate communications with early learning stakeholders, including preschool teachers and staff; and

WHEREAS, Initiative 107 requires the City of Seattle to, among other things, hire a private organization to

jointly control delivery of preschool teacher certification, training and professional development; and

WHEREAS, Initiative 107 requires the City of Seattle to, among other things, hire a private organization to jointly control a new board that assists in setting enhanced training requirements for preschool teachers and makes policy and investment priority recommendations related to preschool teachers; and

WHEREAS, Initiative 107 mandates the City of Seattle hire a private organization to facilitate communications between the City and preschool teachers and staff; and

WHEREAS, after significant public process, the Mayor and City Council adopted Ordinance No. 124490 in June 2014 to raise the minimum hourly wage in the City of Seattle to \$15/hr.; and

WHEREAS, Initiative 107 creates a unique carve-out for child care teachers and staff, that provides a \$15/hr. minimum wage on an accelerated phase-in schedule and with different remedies than provided for in Ordinance No. 124490; and

WHEREAS, the City Council finds that Initiative 107 and Council Bill 118114 conflict in certain particulars regarding the City's provision of high-quality preschool; and

WHEREAS, the City Council finds that Initiative 107 could have significant financial impacts.

WHEREAS, Initiative 107 has been submitted to the City Council, rejected by the City Council on June 23, 2014, and will be subsequently placed on the ballot for the people to vote on pursuant to applicable law.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, THAT:

Section 1. In accordance with City Charter Article IV, the Council reviewed Initiative 107 and rejected it by motion approved by the Council. The Council hereby directs that Initiative 107 be placed on the November 4, 2014, general election ballot to be voted on by the people, in accordance with applicable law.

Section 2. Pursuant to City Charter Article IV, Section 1, in addition to placing Initiative 107 on the ballot, the Council adopted Council Bill 118114, an alternative measure dealing with the same subject as Initiative 107. Council Bill 118114 and Initiative 107 conflict in several particulars. The Council is placing Council Bill 118114 on the November 4, 2014, general election ballot to be voted on by the people at the same time as Initiative 107.

Section 3. The City Clerk is authorized and directed to take those actions necessary to place Initiative 107 filed in Clerk File 313661, a copy of which is attached as attachment A, before the voters at the November 4, 2014 election in conjunction with Council Bill 118114, and in accordance with applicable law.

Section 4. The Executive Director of the Ethics and Elections Commission is authorized and requested to take those actions necessary to place information regarding Initiative 107 in the November 4, 2014 voters' pamphlet in conjunction with Council Bill 118114 and in accordance with applicable law.

Section 5. The Director of Elections of King County, Washington, as ex officio supervisor of elections, is requested to call for a special election and place Initiative 107 on the November 4, 2014 ballot in conjunction with Council Bill 118114 and in accordance with applicable law.

Adopted by the City Council the \_\_\_\_ day of \_\_\_\_\_, 2014, and signed by me in open session in authentication of its adoption this \_\_\_\_\_ day

of \_\_\_\_\_, 2014.

\_\_\_\_\_  
President \_\_\_\_\_ of the City Council

THE MAYOR CONCURRING:

\_\_\_\_\_  
Edward B. Murray, Mayor



# EXHIBIT L

# DRAFT – PROPOSED JOINT BALLOT TITLE

*Draft* July 17, 2014

## THE CITY OF SEATTLE PROPOSITION NUMBERS 1A AND 1B

Proposition 1A (submitted by Initiative Petition No. 107) and Proposition 1B (alternative proposed by the City Council and Mayor Ed Murray) concern early learning programs and providers of such services for children.

Proposition 1A (Initiative 107) would establish a \$15 minimum wage for childcare workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training and certification through a training institute; create a workforce board and establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

As an alternative, the Seattle City Council and Mayor Ed Murray have proposed Proposition 1B (Ordinance 124509), which would fund a City early learning program with the goal of providing a safe, high-quality, affordable, and voluntary preschool option. The Ordinance requires teacher support, training and certification, using proven strategies, tuition support, and evaluation of results in preschools licensed for safety. This proposition authorizes regular property taxes above RCW 84.55 limits, allowing additional 2015 collection of up to \$14,566,630 (approximately 11 cents per \$1,000 assessed value) and \$58,266,518 over four years.

1. Should either of these measures be enacted into law?

Yes

No

2. Regardless of whether you voted yes or no above, if one of these measures is enacted, which one should it be?

Proposition 1A

Proposition 1B

HONORABLE HELEN HALPERT

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
IN AND FOR THE COUNTY OF KING

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110

No. 14-2-08551-6

DECLARATION OF ERICA K.  
JOHNSON IN SUPPORT OF  
RESPONDENT CITY OF  
SEATTLE'S MOTION FOR RELIEF  
FROM ORDER

I, Erica K. Johnson, declare as follows:

1. I am a Strategic Advisor for the Seattle Office for Education ("OFF") and have served as the Seattle Preschool Program Project Manager. As a project manager I oversaw OFF's development of a proposed preschool plan for submission to the Seattle City Council, as described in further detail below. I am over 18 years of age and make this declaration based on my personal knowledge.

2. On September 18, 2013, the City Council adopted Resolution 31478, which established a formal goal of developing and instituting a high-quality preschool program for three- and four-year-old children in Seattle. The Resolution directed OFF to consult with relevant experts, the Seattle School District, parents, and other stakeholders, and to present an "Action Plan" to the City Council with proposed parameters for a proposed program. The

DECLARATION OF ERICA K. JOHNSON IN SUPPORT  
OF RESPONDENT CITY OF SEATTLE'S MOTION FOR  
RELIEF FROM ORDER - 1

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TELEPHONE (206) 245-1700  
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1 Resolution also requested that OFE confirm the feasibility of funding a voluntary high-quality  
2 preschool program in Seattle that utilizes a “sliding scale” tuition policy, with free tuition  
3 provided to families at or below a certain income level and increasing rates of tuition for  
4 wealthier families.

5  
6 3. OFE proceeded to hire BERK Consulting, a local independent consulting group,  
7 to help with research and development of the Action Plan. BERK Consulting reviewed relevant  
8 research on early learning and communicated with numerous relevant experts on early learning.  
9 In ongoing consultation with OFE, BERK Consulting developed a detailed report with its  
10 research-based recommendations for the Action Plan. BERK Consulting eventually provided the  
11 final draft of its recommendations to OFE on or around May 2, 2014. A copy of BERK  
12 Consulting’s recommendations report is attached hereto as **Exhibit A**.

13  
14 4. In the meantime, OFE conducted outreach to obtain input from the greater Seattle  
15 community. OFE convened numerous workgroups to address discrete subject areas, with open  
16 information gathering sessions, sessions to address discrete questions raised by BERK  
17 Consulting, and sessions to provide feedback to BERK Consulting in response to a draft of its  
18 recommendations report. Approximately 110 individuals participated in these workgroups. OFE  
19 also conducted community outreach, meeting with over 80 organizations to gain an on-the-  
20 ground perspective of community needs and concerns. Organizations included preschool  
21 providers, unions, educational coalitions, and others with a demonstrated interest in a proposed  
22 preschool program. A copy of a May 12, 2014 Outreach Summary Report describing OFE’s  
23 outreach efforts in detail is attached hereto as **Exhibit B**.

24  
25  
DECLARATION OF ERICA K. JOHNSON IN SUPPORT  
OF RESPONDENT CITY OF SEATTLE’S MOTION FOR  
RELIEF FROM ORDER - 2

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1           5.       Before and throughout the process, the City also brought in early learning experts  
2 from around the country to present their research findings, and also helped organize visits to  
3 cities that have successfully launched universal preschool programs to learn best practices. On  
4 June 17, 2013, the City heard testimony from Dr. Steve Barnett on early learning and related  
5 economic policy. A copy of Dr. Barnett's slideshow is attached as **Exhibit C**. On February 3,  
6 2014, the City heard testimony from Drs. Hirokazu Yoshikawa and Christina Weiland regarding  
7 new research on the benefits of early learning programs. A copy of the slideshow from that  
8 testimony is attached hereto as **Exhibit D**. In early March 2014, representatives from the City  
9 traveled to Boston, Jersey City, and Washington D.C. with numerous political leaders and local  
10 leaders in education to learn more about early learning programs that have been established  
11 elsewhere in the country. In April and May 2014, the City Council heard testimony from  
12 numerous elementary and preschool teachers and others regarding a potential preschool program.  
13

14  
15           6.       To develop the Action Plan, OFE gathered an interdepartmental team with  
16 representatives from the City Budget Office, City Council staff, Human Services Department,  
17 Public Health Seattle-King County, and others, to obtain input on priorities and feasibility and to  
18 provide ongoing communication as the Action Plan was developed .

19           7.       OFE then worked with the Mayor's Office to finalize the Action Plan. BERK  
20 Consulting's recommendations served as a starting point, but were adjusted in various respects to  
21 address difficult and complex issues that had been discussed and grappled with as part of OFE's  
22 community outreach and interdepartmental communications.  
23

24           8.       On May 15, 2014, the Mayor submitted a proposed Action Plan to the City  
25 Council. The City Council proceeded to communicate with OFE, the Mayor's Office, and others

DECLARATION OF ERICA K. JOHNSON IN SUPPORT  
OF RESPONDENT CITY OF SEATTLE'S MOTION FOR  
RELIEF FROM ORDER - 3

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1 to finalize the Action Plan. The Council adopted a proposed preschool plan, incorporating and  
2 amending the Action Plan, on June 23, 2014. The proposed preschool plan, including a  
3 supporting levy, will be presented to voters this November for approval.

4 9. The Action Plan proposes a mixed-delivery approach to preschool education,  
5 which means that the City will contract with various types of organizations that meet program  
6 standards and expectations to provide services. Service providers could include Seattle Public  
7 Schools, community-based preschool providers, and hub organizations that provide  
8 administrative support to a variety of cooperating providers. The program will be voluntary for  
9 service providers and families.

10  
11 10. The Action Plan includes a sliding scale system for tuition, with free tuition  
12 provided to families earning at or below 300% of the Federal Poverty Level, and an increasing  
13 rate of tuition for wealthier families. In response to the City Council's original request in  
14 Resolution 31478, the Action Plan defines an approach to operationalizing a sliding scale model  
15 for tuition.

16  
17 11. The Action Plan also includes a policy of compensating teachers and staff with  
18 competitive salaries based on their qualifications. This aspect of the proposal emerged from the  
19 research reviewed by BERK Consulting and its subconsultants and presented in BERK's report  
20 dated May 2, 2014, and was incorporated into the financial model underlying the proposal.  
21 Research indicated that requiring high standards for early learning teachers was essential to the  
22 success of the program, with a corresponding need to compensate teachers accordingly. The  
23 consensus among the interdepartmental team was that paying such teachers with similar  
24

25  
DECLARATION OF ERICA K. JOHNSON IN SUPPORT  
OF RESPONDENT CITY OF SEATTLE'S MOTION FOR  
RELIEF FROM ORDER - 4

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1 credentials as public school teachers on par with public school teachers would be fair and  
2 appropriate.

3 12. The Action Plan also establishes a policy of significant, ongoing professional  
4 development support for teachers through training, continuing education, and intensive coaching.  
5 This includes an embedded professional development coaching model to ensure adequate  
6 training and continuing education of teachers on an ongoing basis, to be administered by the City  
7 in consultation with an Oversight Committee. The City (through OFE) would oversee and  
8 provide coaches to give individualized on-site training to service providers on an ongoing basis.  
9 This approach to professional development and training was identified as the most effective  
10 based on relevant research and key to ensuring high-quality preschool services. Retaining the  
11 City's and OFE's control over professional development and training was important to ensure  
12 that funds will be invested in strategies that are the most effective based on research and  
13 evidence, including ongoing monitoring.  
14

15  
16 13. The Action Plan also includes standards for teacher and staff education  
17 requirements, including the requirement that lead teachers have a Bachelor's Degree in Early  
18 Childhood Education—or any BA along with a State Teaching Certification with a P-3  
19 Endorsement—and a waiver process for case-by-case exceptions to the requirements. It was  
20 determined that these would be the most appropriate certification requirements for the program.  
21

22 14. The Action Plan also includes the establishment of an Oversight Committee,  
23 partially overlapping with the current Families and Education Levy Oversight Committee (the  
24 committee overseeing the City's current levy supporting education programs), to make ongoing  
25 recommendations to the City on program design and funding and to monitor progress. The

DECLARATION OF ERICA K. JOHNSON IN SUPPORT  
OF RESPONDENT CITY OF SEATTLE'S MOTION FOR  
RELIEF FROM ORDER - 5

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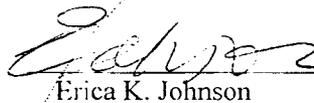
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1 required overlap with the Families and Education Levy Oversight Committee is intended to  
2 ensure sufficient coordination across investments and over time. The Oversight Committee also  
3 would include members selected based on professional, personal, or research experience  
4 associated with the growth and development of children, including their preschool needs.

5  
6 15. The Action Plan also vests discretion in the City to adjust program standards and  
7 elements over time and establishes that OFE will administer the program. This aspect of the  
8 Action Plan is intended to ensure that OFE can apply its expertise and knowledge—including the  
9 expertise and knowledge gained through the collaborative process of developing the Action  
10 Plan—to ensure efficient investment of taxpayer monies and ongoing compliance and success.  
11 The Action Plan vests this discretion with the City in order for the City to maintain maximum  
12 control and flexibility over the requirements of the preschool program. The City's research into  
13 effective preschool programs showed that adjustments to specific standards, curriculum, and  
14 professional development and training strategies may be necessary as the City implements its  
15 program. These standards and strategies would be subject to oversight and development within  
16 the City's ongoing collaborative process.  
17

18  
19 The foregoing statements are made under penalty of perjury under the laws of the State of  
20 Washington.

21 DATED this 17 date of July, 2014, at Seattle, Washington

22  
23   
24 Erica K. Johnson  
25

DECLARATION OF ERICA K. JOHNSON IN SUPPORT  
OF RESPONDENT CITY OF SEATTLE'S MOTION FOR  
RELIEF FROM ORDER - 6

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I declare under penalty of perjury under the laws of the State of Washington that the foregoing is true and correct.

DATED this 17th day of July, 2014.

  
Katie Dillon

DECLARATION OF ERICA K. JOHNSON IN SUPPORT  
OF RESPONDENT CITY OF SEATTLE'S MOTION FOR  
RELIEF FROM ORDER - 8

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# EXHIBIT A

**MAY 2, 2014**



# **Recommendations FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN**

**BERK**

**In Partnership with Columbia City Consulting,  
Dr. Ellen Frede, and Dr. W. Steven Barnett**



# CONSULTING TEAM

*The Recommendations for Seattle's Preschool for All Action Plan were developed by:*

**BERK Consulting** was founded in 1988. BERK is an interdisciplinary consultancy integrating strategy, planning, and policy development; financial and economic analysis; and facilitation, design, and communications. Our passion is working in the public interest, helping public and nonprofit agencies address complex challenges and position themselves for success.

Our Mission is: Helping Communities and Organizations Create their Best Futures. We do this by:

- ▶ Integrating the art of effective decision-making with the science of rigorous quantitative and qualitative analysis;
- ▶ Bringing people, ideas, and analysis together to generate understanding and consensus on the best strategies and decisions; and
- ▶ Bridging across disciplines to synthesize diverse information and facilitate relationships.

The BERK team included **Natasha Fedo, Allegra Calder, Emmy McConnell, Lisa Sturdivant, and Tashiya Gunesequera.**

**Columbia City Consulting** was formed in 2011 by **John Bancroft**, its Principal, who has worked with **Tracey Yee**, its lead consultant, for 20 years. The firm focuses primarily on Early Learning issues at the local, state, and national levels. Its mission is to:

- ▶ Expand early learning and family support services to all children, particularly those most at-risk.
- ▶ Provide strategies to programs and funding sources that allow them to integrate funding sources and program standards, using mixed delivery system where appropriate, so that families can access the services they most need to prepare their children for kindergarten and life.
- ▶ Provide policy makers with the technical information they need to reach their desired outcomes.

Dr. Ellen Frede oversees all education and research initiatives for Acelero Learning. She is a widely published researcher and a former teacher with extensive experience in early childhood program implementation and administration. Prior to joining Acelero Learning, Dr. Frede was Co-Director of the National Institute for Early Education Research at Rutgers University, where she primarily investigated the relationship of program quality to child outcomes, the longitudinal effects of preschool, and early education policy. Ellen served as Assistant to the Commissioner for Early Childhood Education at the New Jersey Department of Education, where her office oversaw the implementation of high-quality preschool in more than 150 school districts, serving 50,000 children and their families.

Dr. W. Steven Barnett is a Board of Governors Professor and Director of the National Institute for Early Education Research (NIEER) at Rutgers University. Research interests include the economics of human development and practical policies for translating research findings into effective public investments. His best known works include: reviews of the research on long-term effects; benefit-cost analyses of the Perry Preschool and Abecedarian programs; randomized trials comparing alternative approaches to educating children including length of day, monolingual versus dual language immersion, the Tools of the Mind curriculum; and the series of State Preschool Yearbooks providing annual state-by-state analyses of progress in public preK.

# ACKNOWLEDGEMENTS

*The Consulting Team would like to acknowledge the following individuals who provided expert review of this document:*

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## ACKNOWLEDGEMENTS (CONTINUED)

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# PRESCHOOL FOR ALL

## RECOMMENDATIONS FOR SEATTLE’S PRESCHOOL FOR ALL ACTION PLAN

May 2, 2014

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**ATTACHMENTS**

- Attachment A:** Overview of ECERS-R and CLASS
- Attachment B:** Curriculum Comparison Matrix
- Attachment C:** Domain-Specific Curricula and Methods
- Attachment D:** Detailed Financial Information
- Attachment E:** Interactive Financial Model Assumptions and Documentation

# EXECUTIVE SUMMARY

## Overview

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The evidence of the importance of early education for brain development and lifetime success combined with the inadequate quality of much early care and education has inspired numerous public policy initiatives to support high-quality, universal preschool. On September 23, 2013, the Seattle City Council unanimously passed its Preschool for All Resolution (Resolution 31478), endorsing voluntary, high-quality preschool for all 3- and 4-year-old children.

The Council commissioned an Action Plan to help create a Preschool for All (PFA) program that ensures access to high-quality preschool education for all young children in Seattle. The ultimate goal of this program is to offer every family the opportunity to enroll their children in a preschool program that will provide strong support for each child's learning and development in partnership with parents and caregivers. This will better prepare Seattle's children to succeed in school and enhance equal opportunity for later life success.

## Preschool for All Vision

**PRESCHOOL FOR ALL VISION: High-quality preschool that is affordable and available to all 3- and 4-year-olds in the City of Seattle and prepares children to reach their full potential in kindergarten and beyond.** All 3- and 4-year-olds who participate in Preschool for All (PFA) program benefit substantially in language, math, and self-regulation. By meeting the individual needs of each child, PFA promotes equality of opportunity to succeed in school and life. Children with the greatest needs receive additional support and more intensive services within the program.

PFA is a systems change strategy and the leading edge of education reform. To produce systemic impacts it must truly be "for all." Enrollment of children with the greatest needs is significantly facilitated when eligibility determination depends only on residence, and not on a complex and imperfect needs assessment, and there is no stigma associated with participation. While children from low-income families learn more in preschool when they attend alongside children from middle-income families, all children benefit from mixed income classrooms.<sup>1</sup> As students progress through kindergarten and the later grades, teachers spend less time on remediation and managing disruptive students and can change their teaching to recognize the greater capabilities of their students. These systemic changes can only happen if PFA actually reaches the vast majority of children.

## Quality Before Quantity

High-quality preschool is the key to effectiveness and outcomes, making it imperative that quality standards are not sacrificed in order to expand access.<sup>2</sup> At the same time, we know that there are children who would benefit from quality preschool care who are not currently served, making expanding access to affordable, high-quality care an imperative. Several long-term evaluations show that children who attend high-quality preschools are better prepared to enter kindergarten and ready to learn. Later in life, they have lower rates of special education enrollment and less grade repetition, and better high school and college graduation rates. They have much lower levels of criminal behavior and decreased use of social services and lower health care costs. They are healthier and, as adults, are better off financially.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

The need for rapid and efficient growth will require that Seattle take advantage of existing resources. While some programs will need time to meet the PFA standards, it is imperative that the Office for Education (OFE) stay as close to the ultimate goal as possible. If Seattle taxpayers vote to implement a program that promises to substantively improve academic outcomes and life success for all children, PFA must deliver. Providing anything less than what the research shows is necessary will not deliver results and could threaten the long-term existence of PFA. A program that starts by adhering closely to the quality standards is the safest and most effective method.

### Plan Development Approach

This recommended Plan builds from the parameters described in the "Preschool for All" resolution, previous research and efforts at the city and state levels, evidence-based practices, and rigorous scientific research. In developing the recommended Plan, a consultant team reviewed and summarized relevant research related to programmatic features and other components; reviewed and incorporated information and feedback from six workgroups comprised of representatives from the local early learning provider community, various city departments, community-based organizations, county and state agencies, and others; and reviewed and incorporated feedback from 10 local and national experts.

### Plan Implementation

The recommendations in this Action Plan are intended to establish a **framework for Preschool for All** (PFA). The City is the ultimate decision maker and will need to make choices about PFA and continue work on the details of implementation. These would include scale and scope of PFA; programmatic elements; roles and responsibilities; the preschool assignment process; and evaluating the final program against the Racial Equity Toolkit, among other things.

Although we recommend that the City develop clear and specific regulations for all standards of quality, we also suggest delineation of a **waiver process** whereby potential providers, current providers, parents, and other stakeholders can propose different but equally rigorous avenues for meeting standards or provide evidence of other effective methods. The City should include provisions in the waiver process for deviation from a standard where appropriate. In addition, the landscape for publicly funded preschool is developing quickly and the City should be ready to respond to opportunities that may arise based on state or federal initiatives that could conceivably require rapid adjustments to existing PFA regulations.

Our team would like to underline the following key points for consideration, as the City embarks on PFA implementation:

- The key to success is excellent teaching.
- To keep costs low, while achieving excellence, focus resources on learning and teaching.
- Keep program design flexible enough so that the program can evolve as needs and circumstances change.
- PFA will be more cost effective and may be easier for providers to adopt if it is built upon and enhances existing local and state preschool efforts and resources.
- The optimal schedule and manner in which to roll out PFA depends on a variety of factors that are uncertain or subject to change.
- Scale matters a great deal for cost.

## Program Delivery Components

### Delivery System

“Delivery system” is defined as the method by which program funding and standards are used to provide services.

<p><i>Organizational Model</i></p>	<p><b>The City should build and manage Preschool for All (PFA) using a mixed delivery system.</b> All of the teaching staff and other site staff work for a variety of contracting organizations, while the City employs the staff necessary to administer and oversee the program. In addition, some functions might be contracted out to other organizations (e.g., professional development, capacity building, health and family support coordination).</p>
<p><i>Provider Eligibility</i></p>	<ul style="list-style-type: none"> <li>• Public, nonprofit, or private organization (sole proprietor or corporation).</li> <li>• If in a center-based setting, can operate at least two preschool classrooms, with preference given to larger centers to reduce administrative costs.</li> <li>• Licensed or certified by the Department of Early Learning (DEL).</li> <li>• At an Early Achievers<sup>1</sup> minimum threshold of Level 3.</li> <li>• Meeting minimum thresholds on Early Childhood Environment Rating Scale-Revised (ECERS-R)<sup>3</sup> and Classroom Assessment Scoring System (CLASS). <i>Attachment A</i> provides more information on ECERS-R and CLASS.             <ul style="list-style-type: none"> <li>○ Priority should be given to those centers that have ECERS-R score that exceeds 4.0, CLASS Emotional Support (ES) score that exceeds 5.8, CLASS Classroom Organization (CO) score that exceeds 5.8, and a CLASS Instructional Support (IS) score that exceeds 2.8.</li> <li>○ Providers that are at Early Achievers Level 3, but do not meet the above thresholds on ECERS-R and CLASS, could be admitted to the program, but will need to undergo extensive coaching and should be expected to meet these levels <b>within two years</b> of becoming a PFA provider. This modification in the early years of PFA roll out recognizes that the Early Achievers program is currently in early implementation and statewide increases in quality will take time.</li> <li>○ <b>After five years as a PFA provider</b>, the ratings on these instruments should meet the more stringent score cut-off of 5.0 on ECERS-R, 6.0 on CLASS ES, 6.0 on CLASS CO, and 4.5 on CLASS IS.</li> </ul> </li> <li>• Providers do not have to be located within the City of Seattle limits, as long as the entire PFA classroom serves children that are Seattle residents.</li> </ul> <p>There will be a significant capacity building period, during which some of these requirements may be modified. See <i>Section 4.1 Phasing and Plan Alternatives</i> for details.</p>

<sup>1</sup> Early Achievers is Washington's voluntary quality rating and improvement system for licensed child care providers.



**RECOMMENDATIONS FOR SEATTLE'S  
PRESCHOOL FOR ALL ACTION PLAN**

	<p>In addition to the recommendations above, we suggest that the City partner or contract with an academic or research institution to conduct a pilot study of family child care (FCC) providers. The object of the pilot would be to determine if FCC settings that meet all relevant PFA standards (e.g., teacher qualifications, curriculum) and are provided resources (funding, coaching, technical assistance, etc.) comparable to center-based PFA sites result in the same program quality and child outcomes.</p>
<p><b><i>Contracting/Funding Mechanism</i></b></p>	<p>We recommend that the City should contract classrooms to center-based programs, either directly or by including them in the PFA program under the oversight of a hub organization.</p> <ul style="list-style-type: none"> <li>• Contract directly with organizations that could operate two or more PFA classrooms.</li> <li>• Contract PFA classrooms to hub organizations who would subcontract them to small child care centers and preschools.</li> <li>• Reimburse providers based on line-item budgets for the first several years of PFA while budget data is gathered on actual costs of implementation and available public funding sources. Following this, move to a cost-per-child model that covers various funding combinations.</li> </ul>
<p><b><i>Provider Selection Process</i></b></p>	<ul style="list-style-type: none"> <li>• For the initial round of PFA awards, use the Request for Qualifications (RFQ) process.</li> <li>• For subsequent awards, use a multi-step application process.</li> <li>• After both methods have been used for a period of time, assess the success of each model and decide the best method.</li> </ul>

**Programmatic Elements**

<p><b><i>Student Eligibility</i></b></p>	<p><b><i>At the Full Program Roll-Out</i></b></p> <p>All children residing in the city of Seattle that turn 3 or 4 years old as of August 31 should be eligible to attend Preschool for All programs.</p> <p><b><i>During Program Phase-In Period</i></b></p> <ul style="list-style-type: none"> <li>• Priority for existing spaces should be given to: <ul style="list-style-type: none"> <li>○ Children (4 years old and under) who are already enrolled at a qualified center, which became a PFA site.</li> <li>○ Head Start and other programs that serve special populations and meet PFA standards.</li> </ul> </li> <li>• If demand exceeds the supply of spaces in PFA classrooms, we recommend a preschool assignment process open to all children regardless of location within the city of Seattle or family income. Student selection should be random, but certain factors should take priority when determining a child's enrollment, including siblings and geography.</li> </ul>
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**RECOMMENDATIONS FOR SEATTLE'S  
PRESCHOOL FOR ALL ACTION PLAN**

	<ul style="list-style-type: none"> <li>○ 3-year-olds that receive spaces in PFA should be prioritized to receive spaces in preK the following year, when they turn 4 years old.</li> <li>○ OFE Community Outreach staff and Human Service Coordinators should do extensive, concerted outreach to at-risk communities and provide help navigating the enrollment process.</li> </ul>
<p><i>Teacher-Student Ratio and Class Size</i></p>	<ul style="list-style-type: none"> <li>● Class size maximums should be as follows:             <ul style="list-style-type: none"> <li>○ <b>Majority 4-year-olds</b> (51% or more of the children are 4 by August 31): <b>18 (1:9 ratio)</b>.</li> <li>○ <b>Majority 3-year-olds</b> (51% or more of the children are 3 by August 31): <b>16 (1:8 ratio)</b>.</li> </ul> </li> <li>● OFE should develop a protocol for funding lower class sizes resulting in lower teacher-student ratios, or providing other supports (e.g., resource teachers, mental health consultants, one-on-one assistants) if the classroom serves a high proportion of children who may need more intensive, individualized attention. For example, children with Individualized Education Plans (IEPs), children in foster/kinship care or other areas of the child welfare system, children from low-income families, children experiencing homelessness, or children with limited English proficiency.</li> </ul>
<p><i>Dosage: Classroom Hours</i></p>	<p>The program should operate on a school day of <b>6 hours, 5 days per week on a school year calendar (180 days)</b>. Prioritize centers that offer wrap-around care before and after school and during the summer.</p>
<p><i>Staff Education Requirements</i></p>	<ul style="list-style-type: none"> <li>● Existing providers participating in PFA in the first three years of implementation should be required to meet the following standards for all newly hired staff and allowed <b>four years</b> to meet the standards for existing staff. Educators should be able to have <b>two additional years</b> to complete the standard if they made clear progress toward the qualifications and have justifiable reasons for delay. Staff at providers who become part of PFA after the initial three years, or in new programs, should meet the following standards before participating:             <ul style="list-style-type: none"> <li>○ <b>Director:</b> BA in ECE or BA with college-level coursework in ECE, and expertise/coursework in business/educational leadership.</li> <li>○ <b>Teacher:</b> BA in ECE or BA with teacher certification/endorsement in ECE.</li> <li>○ <b>Assistant Teacher:</b> AA in ECE or two years equivalent college-level coursework in ECE meeting Washington State Core Competencies for Early Care and Education Professionals.</li> <li>○ <b>Coach:</b> BA in ECE or BA with teacher certification/endorsement in ECE, plus “endorsement” in curriculum model.</li> </ul> </li> <li>● Where ECE professionals are serving children and families whose home language is not English, language competency required to communicate to children, parents, and families in their home language should be preferred. Language competency should be required in dual language classrooms.</li> </ul>



**RECOMMENDATIONS FOR SEATTLE'S  
PRESCHOOL FOR ALL ACTION PLAN**

	<ul style="list-style-type: none"> <li>• Use the Seattle Public Schools salary scale for certified teachers as an incentive for meeting standards over time. Teaching staff should be paid at one of three levels, dependent on their qualifications:             <ul style="list-style-type: none"> <li>○ Existing teachers who are “grandfathered in” and allowed four years to meet the BA in ECE or BA plus teaching certificate in ECE requirement would be paid at the base rate with increases built in annually as they approach full qualifications (e.g., less than 30 credits to complete, less than 15 credits to complete).</li> <li>○ Teachers with a BA in ECE who do not have a teaching certificate should be paid the same salary as Head Start teachers working for Seattle Public Schools or Puget Sound Educational Service District (PSESD), two school agencies operating Head Start. If one of these districts pays a higher rate than the other, then follow the highest rate to avoid loss of teachers to that nearby program. In these two programs, the Head Start teachers are currently classified staff, because they are not required to have a teacher credential, and most do not.</li> <li>○ Teachers with a BA and teacher certificate in ECE should be paid at the same level as K-12 teachers in Seattle Public Schools.</li> </ul> </li> </ul> <p>Funds for health and retirement benefits given to contracting agencies providing PFA should be equivalent to the average amount spent on benefits per teacher by Seattle Public Schools.</p> <ul style="list-style-type: none"> <li>• Advocate for an <b>alternate route</b> to teacher certification that provides provisional certification for individuals with BAs in another field so that they can teach in PFA as they complete an approved set of ECE courses. To increase certification options, the City should also consider partnering with the University of Washington and other colleges and universities to develop a Preschool for All Certificate that could allow teachers with existing BAs in other fields to meet the BA in ECE requirement.</li> <li>• Centers offering dual language instruction should receive funds to pay staff more (10% over comparable staff without the additional qualifications) if they are <i>dual certified</i> in both bilingual education and ECE, and their languages of fluency match the languages of instruction in the classroom.</li> </ul> <p>The City should provide robust assistance to help providers access higher education opportunities.</p>
<p><i>Curricula</i></p>	<p>PFA providers should use a curriculum from an approved list, or apply for their curriculum to be approved if it meets specified criteria.</p> <ul style="list-style-type: none"> <li>• Avoid multiple domain-specific curricula. For example, do not select one curriculum model for math and another for reading.</li> <li>• The City should choose no more than three comprehensive curriculum models and provide training and coaching specific to the model.</li> </ul>

	<p>The following curriculum models are recommended:</p> <ul style="list-style-type: none"> <li>○ <b>The HighScope Preschool Curriculum</b></li> <li>○ <b>Opening the World of Learning (OWL)</b></li> <li>○ <b>Creative Curriculum</b> (most recent version) with all supplements</li> </ul> <ul style="list-style-type: none"> <li>● The City should assess fidelity of implementation. All of the recommended curriculum models have developed observation tools that assess the degree to which the curriculum is being enacted in the classroom.</li> <li>● Consider adding other models through a Curriculum Selection Committee with specific criteria only after initial start-up (post 2018).</li> </ul>
<p><i>Staff Professional Development Requirements</i></p>	<ul style="list-style-type: none"> <li>● OFE should directly provide professional development (PD) for each approved curriculum model through a cadre of expert trainers (PFA Coaches) who have been “certified” or “endorsed” by the curriculum model developer. In the start-up years, the City could contract the training out to the model developer, but the contract should state a goal of being self-sustaining within three years.</li> <li>● PFA Coaches should develop coursework and pursue credit for extensive, ongoing formal PD coupled with on-site support (reflective coaching) to teachers and center directors/program supervisors, with the goal of having directors/supervisors develop these skills.</li> <li>● Within the cadre of PFA Coaches specific positions should be identified and filled with qualified professionals to provide expertise as inclusion specialists, bilingual education specialists, and experts in cultural competence and challenging behaviors.</li> <li>● Intensive training should be offered for center directors/program supervisors in the reflective coaching cycle, reliability of classroom observation tools, and other PFA program components.</li> <li>● OFE should work with Department of Early Learning (DEL) to leverage existing state systems. A Memorandum of Understanding could be developed addressing the use of Early Achievers funding to provide professional development and coaching support for providers, building on the Early Achievers framework developed by the University of Washington. In addition, it could address how to integrate Washington’s Managed Education and Registry Tool (MERIT) to support professional development, as well as how to access shared Early Achievers training resources/resource centers to support PFA providers.</li> </ul>
<p><i>Appropriate Language Support</i></p>	<ul style="list-style-type: none"> <li>● Fund dual language classrooms and provide additional funding to support these models. Languages supported should be representative of the Seattle population. In addition, dual language programs that support written languages should have priority given their salience for literacy development. The population of the dual language classrooms should include English home language children so that all children are afforded the opportunity to learn two languages.</li> </ul>

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	<ul style="list-style-type: none"> <li>• Fund education for and hire bilingual staff. Pay premiums at all levels if staff are certified in bilingual education.</li> <li>• Assess students in the languages of instruction where tools exist.</li> <li>• Assess quality of supports for bilingual acquisition. Classroom assessment tools are emerging that assist programs in assessing and improving the provision of supports for home language acquisition as well as English.</li> <li>• Develop or adapt tools to assess cultural competence of staff to inform professional development. This could be developed by the PFA Coaches and administered as part of ongoing coaching by the site supervisor/center director or the PFA Coach.</li> <li>• Consider building upon the Early Achievers Training Resources Centers to help programs share tools, strategies, and expertise regarding support for language acquisition for dual language learners.</li> </ul>
<p><i>Meeting the Needs of All Children through Differentiated Support</i></p>	<ul style="list-style-type: none"> <li>• Make a “<b>zero expulsion</b>” policy the standard for all PFA classrooms at contracting PFA providers. Supports should be available to providers to effectively meet the needs of children with challenging behaviors through expert consultations and coaching. For example, the Center on the Social and Emotional Foundations for Early Learning has developed modules on Teaching Social Emotional Skills and Tools for Developing Behavior Support Plans.</li> <li>• Provide additional resources for children who may need more intensive supports (e.g. children experiencing homelessness, children with an IEP, children in foster/kinship care or other areas of child welfare system, and others), including reduced class sizes and other interventions.</li> <li>• Fund programs that serve specialized populations such as children in the child welfare system to expand provision of direct services if the program meets all standards including using the curriculum models chosen. If OFE cannot employ PFA Coaches with expertise in specific needs, then consider contracting with the experts in these programs to provide on-site consultation to teachers in integrated PFA settings. This should be done in concert with the PFA Coaches.</li> <li>• Develop a Memorandum of Understanding with Seattle Public Schools and other local entities outlining the roles that the district, OFE, PFA providers, and other specialized providers would assume to ensure quality in a continuum of services for children with disabilities. Negotiate to ensure that therapies are provided in the natural environment so children can remain in their original programs as much as possible.</li> </ul>
<p><i>Family Engagement</i></p>	<ul style="list-style-type: none"> <li>• Prioritize a universal family engagement approach that integrates intentional parent/child activities that promote school readiness as its foundational strategy.             <ul style="list-style-type: none"> <li>○ Provide families with home learning activities tied to the chosen curriculum models, supported by parent workshops provided by teachers and site supervisors.</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>○ Create opportunities for modeling and parent practice through monthly school-readiness workshops that allow families to support one another and build a school culture that sets expectations for family engagement in their children’s development. These would be provided by the site supervisor but developed by PFA Coaches.</li> <li>● Develop cross-sector social service coordination for referrals for families in crisis.</li> <li>● Build on Early Achievers’ Strengthening Families framework to increase all providers’ understanding and foundational knowledge about the importance of parents and families in children’s lives and impact on child outcomes.</li> <li>● Create a family engagement grant fund that could be used by providers to design, develop, and provide family engagement activities.</li> </ul>
<p><b>Health Support</b></p>	<p><b>Health Services Delivery</b></p> <p>As part of ensuring quality health support, we recommend that the City, Public Health–Seattle &amp; King County (PHSKC) Child Care Health Program, and Seattle Public Schools work together to delineate health, developmental, and social-emotional screening and referral procedures. They should also delineate the particular roles and responsibilities of the three entities in supporting teachers and families, and ensure that among three agencies the following services are provided:</p> <p><b>Child Level</b></p> <ul style="list-style-type: none"> <li>● Physical health: <ul style="list-style-type: none"> <li>○ At program entry, PFA providers require documentation of up-to-date preventive physicals (including health screenings), dental visits, and immunizations, as well as documentation of medical home<sup>ii</sup> and insurance.</li> <li>○ When a child does not have a preventive physical, refer to Community Health Navigators (established by the Affordable Care Act) to assist with securing insurance and establishing a medical home.</li> <li>○ Coordinate/link families without dental providers to Access to Baby and Child Dentistry (ABCD).</li> <li>○ Develop a classroom accommodation plan and staff training when there is a child with special health care needs.</li> </ul> </li> <li>● Social-emotional support: <ul style="list-style-type: none"> <li>○ Provide regular social-emotional support as part of a chosen curriculum model.</li> <li>○ Conduct social-emotional screenings (see <i>Section 6.0 Outcomes and Evaluation</i> for more details).</li> </ul> </li> </ul>

<sup>ii</sup> Medical home is defined as having a primary care provider and care team, through which continuous, comprehensive and integrated care is provided.



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	<ul style="list-style-type: none"> <li>○ Refer children identified in screenings for further diagnostic testing.</li> <li>○ Create child-specific plans in conjunction with SPS or PHSKC for children with IEPs or other identified social-emotional needs.</li> <li>○ For children with severe, challenging behaviors, conduct Functional Behavioral Assessments and develop classroom strategies and environmental changes addressing children's individualized needs in partnership with family. Develop and monitor progress on children's individual and classroom plans, including behavior strategies.</li> <li>● Developmental delays and concerns:             <ul style="list-style-type: none"> <li>○ Conduct developmental screenings.</li> <li>○ Initiate the referral process for children who have been identified through screenings to SPS child study teams for further diagnostic testing.</li> <li>○ Create child-specific plans in conjunction with SPS for children with IEPs.</li> </ul> </li> </ul> <p><b>Classroom Level</b></p> <ul style="list-style-type: none"> <li>● Provide teacher training on administration of developmental and social-emotional screening, specific health-related issues, including children with special needs, trauma-informed care, coping/stress management strategies, and other health issues.</li> <li>● Provide a tiered or differentiated system of support in which teachers receive support from PFA Coaches or other appropriate coaches, or consultation from PHSKC.</li> <li>● Provide training and support for providers in developing healthy menus and safe physical environments that promote physical activity throughout the day.</li> <li>● Model healthy food options/choices in school meal service, including greater options for fresh fruit and vegetables. Also include healthy foods at parent meetings and program events to model healthy choices for parents.</li> </ul>
<p><b>Kindergarten Transitions</b></p>	<ul style="list-style-type: none"> <li>● Create memoranda of understanding between the City and DEL, and the City and SPS. These formal agreements would outline practices, responsibilities, and timelines and could address data sharing, academic expectations, curriculum alignment, professional development, and space.</li> <li>● Share data and information. Ensure that preK–3 educators have the data management tools, support, and expertise to maintain, analyze, and effectively use data to continuously improve teaching and instruction.</li> <li>● Ensure that preschool providers are aware of the kindergarten preparation programs and help connect families.</li> </ul>



## Timeline, Phase-in, and Capacity Building

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### Timeline and Phasing

#### Defining Full Implementation

We recommend that Seattle set a goal of having preschool available as an option for all families. To make this a quantifiable goal based on an estimate of how many children that will entail, we suggest a **goal of serving 80% of all 4-year-olds and 70% of all 3-year-olds.**

#### Phasing

We recommend that enrollment should be open to all 3- and 4-year-olds across the city and all providers that meet the Preschool for All (PFA) requirements. At the same time, we recommend that funding for both personnel capacity building and facilities capacity building be prioritized to areas of the city with the greatest number of children who are from low-income families, English Language Learners, and likely to enroll in schools with the greatest number of underachieving K-3 students.

#### Provider Eligibility During Capacity Building Period

In *Section 2.5 Recommendations for Delivery Model: Provider Eligibility* section, we recommend using Early Achievers ratings, as well as minimum thresholds on Early Childhood Environment Rating Scale-Revised (ECERS-R) and Classroom Assessment Scoring System (CLASS) as part of determining provider eligibility. We understand that only a limited number of Seattle providers have gone through the Early Achievers rating process. In addition, according to Department of Early Learning (DEL), based on scores to date, the CLASS Instructional Support (IS) score may be hard to meet. To acknowledge this and to allow for providers that are eager to join PFA and raise their quality levels, we recommend the following:

- Sites that have applied for Early Achievers but not yet received assessment should apply to be assessed by the Office for Education (OFE) for eligibility.
  - OFE could negotiate with DEL to share costs of conducting the assessments, which could reduce the backlog in Early Achievers. The programs should be required to be rated on Early Achievers—at the standards detailed in *Section 2.5 Recommendations for Delivery Model: Provider Eligibility*.
  - OFE could partner with DEL to prioritize Seattle sites to be rated for Early Achievers, to increase the eligible pool of providers.
- For sites that are at Level 3 in Early Achievers but do not meet the PFA minimum thresholds on ECERS-R and CLASS (for threshold details see *Section 2.5 Recommendations for Delivery Model: Provider Eligibility*):
  - Providers could be admitted to the program, but will need to undergo extensive coaching and should be expected to meet these levels within two years of becoming a PFA provider.
  - After five years as a PFA provider, the ratings on these instruments should meet the more stringent score cut-off of 5.0 on ECERS-R, 6.0 on CLASS Emotional Support (ES), 6.0 on CLASS Classroom Organization (CO), and 4.5 on CLASS IS.



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***Phase-in Plan to Transition Head Start, ECEAP, and Step Ahead***

Since an estimated 43% of 3- and 4-year-olds under 300% of federal poverty level (FPL) are already being served by Head Start, Early Childhood Education and Assistance Program (ECEAP) and Step Ahead (or approximately 17% of all 3- and 4-year-olds), we recommend that the City works to create a unified preschool program for PFA instead of several disparate ones. To achieve this, we recommend that the City should require all Step Ahead providers, and the ECEAP providers who are part of the City's contract with DEL, to become PFA providers within **four years** of the start-up of PFA, provided that facilities exist to do so. The City should work closely with Head Start providers to develop a phased-in plan to transition these providers into PFA providers.

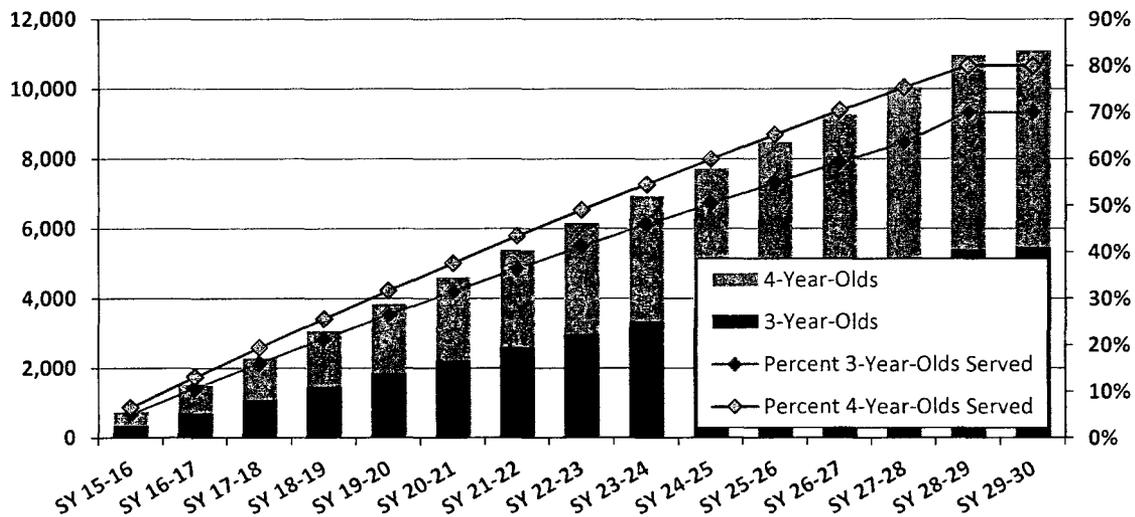
**Assumptions for Program Size During the First Year**

We suggest a goal of approximately 750 children enrolled in 45 classrooms in the 2015-16 school year. We further recommend that PFA aims to add this number of classrooms each year. At this pace, the goal of serving 80% of all 4-year-olds and 70% of all 3-year-olds would be achieved **in Year 14 of PFA roll-out** (school year 2028-29).

While it is difficult to predict how many providers would be interested and would qualify during the first year of the PFA program, we believe that some changes in provider eligibility during the capacity building period should allow a number of providers to enter the program in the 2015-16 school year. At the same time, if there are more programs that apply than the City can fund, then those that meet the standards should be given priority. Looking at other preK programs across the nation, the expansion rates are fairly high and many of these programs are in complex statewide settings, as opposed to a single city. New Jersey went from serving 19,000 children in 1999 to over 39,000, or almost 80%, of all 3- and 4-year-olds in 2003. The vast majority (almost 70%) of these children were served in private provider classrooms.

Exhibit ES- 1 below shows the proposed ramp-up timeline:

**Exhibit ES-1  
Phase-In for Proposed Implementation Timeline**



Source: BERK, 2014.

## Capacity Building

Capacity building entails developing community assets to increase Seattle's ability to provide PFA services in a mixed delivery system. While there are many strong existing resources to build on, PFA will be providing new services to children not currently enrolled in any preschool, as well as expanding and enhancing quality of services to children in current preK services. We recommend the following:

- **Capacity building for providers who have qualified to provide PFA services.** Some providers will qualify for PFA on the basis of eligibility requirements but will need support to build organizational capacity to meet all of the PFA standards. They may also need to renovate existing facilities, or obtain new facilities.
- **Capacity building for potential providers not yet qualified for PFA.** Many providers will not immediately qualify for PFA for a number of reasons: not being a licensed facility, not being at Early Achievers Level 3 or above, or simply not having enough space. Yet some of these providers have strong assets and the potential to provide high-quality PFA services.
- **Capacity building efforts focused on the City's ECEAP and Step Ahead programs.** Prioritizing phase-in plans for these programs from the start creates the opportunity for PFA to impact a large number of at-risk children right away. It also creates leadership opportunities for existing programs to share their expertise, possibly becoming a hub that supports the emerging PFA system as a whole.

## Personnel Capacity Building

### *Provider Organizational Capacity Building*

- Contract with public and nonprofit agencies, and institutions of higher education, to provide leadership, organizational development, and fiscal skills to providers who contract for PFA classrooms. Assist PFA providers in designing and implementing strong fiscal management systems.
- Fine-tune these capacity building activities after the first round of applications and contract awards are made for PFA providers.

### *Educational Attainment for Educators*

- Create a **Professional Capacity Building Fund** to enable providers to access BA programs. Assist staff to access Early Achievers scholarships and financial aid currently available in higher education.
- Include training for center directors/site supervisors in mentoring teaching staff as they plan their pathway to an appropriate degree.
- Partner with DEL to increase degree-granting programs that lead to certification, especially if the state adopts a BA requirement for ECEAP and any future Washington preschool program.
- Partner with DEL to encourage local degree-granting institutions to build a system of early childhood education courses that articulate between two-year and four-year programs and lead to certification in Early Childhood Education (ECE).
- Partner with the University of Washington and other local higher education institutions and community and technical colleges to:
  - Explore development and implementation of a "Preschool for All" Certificate.
  - Explore options for sharing ECE coursework throughout Washington State.
  - Explore options for creating specific learning opportunities for Seattle PFA staff.
  - Coordinate academic advising and support, including with the Points of Contact program at local community colleges that offer ECE programs.

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***Professional Development of Coaching Staff***

In the proposed PFA model, we recommend that the PFA Coaches are employees of the City, classified as Education Specialists. The City's organizational capacity for PFA Coaches will need to be developed to include:

- PFA Coaches in each of the curriculum models approved for PFA centers to use. Coaches will need to have the skills to lead curriculum-specific cohorts of teaching staff and center directors/teacher supervisors.
- PFA Coaches with specialties in inclusion, bilingual education, cultural competence, and children with challenging behaviors.
- Additional content areas to be mastered by all PFA Coaches include:
  - Adult learning and reflective coaching cycle.
  - Reliability on classroom observation tools and curriculum fidelity.
  - Data-based decision-making.
  - Personnel management, fiscal, and administrative skills.

**Facilities Capacity Building**

- Assess and utilize existing resources, to the extent possible.
  - The City should establish a Task Force with Seattle Public Schools (SPS) to determine what capacity SPS has now, or will have in the future, to provide dedicated space for PFA.
  - The City should conduct a broad survey and assessment of existing organizations that may be interested in providing PFA services.
- Establish a Facilities Capacity Building Fund to assist providers with the renovation of existing facilities or development of new facilities for PFA.
- Provide current and potential PFA providers with pre-development technical assistance for the planning, design, and renovation of facilities they will then develop and use for PFA.
- Pursue other public funding sources, including Community Development Block Grant funding, state capital funding, New Market Tax Credits, and others.
- Explore private sector financing, including local lenders.

**PFA Governance and Organizational Structure**

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**Advisory Bodies**

- **Preschool for All Oversight Body.** The City should establish a PFA Oversight Body to review progress and make recommendations towards full implementation of high-quality programs, consider issues that arise during implementation, monitor the fiscal health of PFA, and review and approve Capacity Building Funds recommendations.

- **Scientific Advisory Board.** By 2017, the City should establish a Scientific Advisory Board that reports to the PFA Oversight Body and the PFA Project Director. The purpose of the Board is to ensure that the design, procedures, analyses, and conclusions for Quality Assurance and for the Program Evaluation meet rigorous scientific standards. In addition, this Board can provide up-to-date information about new assessment measures and promising practices elsewhere.

## OFE Tasks and Responsibilities

Staff of the **Office for Education (OFE)** should be actively involved in implementation of recommendations from the Preschool for All Action Plan. Staff should be responsible for implementing the following tasks:

- **Selecting providers and awarding funding** based on the quality and effectiveness of the proposed preschool services, use of evidence-based practices, the provider's ability to track and report outcome data, and participation in Early Achievers.
- **Administering the enrollment intake and preschool assignment process** during the program phase-in years. OFE should run the preK application process centrally, so parents fill out a single form to apply for PFA. OFE should also leverage local community-based organizations, home visiting programs, and social service organizations to assist with recruitment and enrollment intake.
- **Coordinating funding and administration** of the PFA program with:
  - Other City programs, including Step Ahead, Comprehensive Child Care Program, and others.
  - Existing state and federal programs serving 3- and 4-year-olds, including Head Start and Early Childhood Education and Assistance Program (ECEAP).
- **Coordinating the program with other local, state, and federal early childhood programs and services**, as well as with Seattle Public Schools, to ensure alignment and continuity of early childhood experiences and curriculum and successful transitions from infant and toddler programs into preschool and into kindergarten.
- **Coordinating data sharing and data system integration** across early childhood programs.
- **Measuring and tracking PFA progress** toward the goal of providing high-quality, affordable preschool to all 3- and 4-year-olds in Seattle.
- **Assisting with capacity building** by providing fiscal support to providers, as well as general support during the capacity building phase.
- **Providing professional development and coaching to providers.**

## Staffing

We recommend that the following staff be part of the PFA Team (see *Attachment D* for specific assumptions around staff roll-out and number of positions):

### PFA Program Director

- Oversee PFA and overall program implementation.
- Develop and grow partnerships.
- Coordinate with other local, state, and federal early childhood programs and partners.
- Manage PFA program staff.

At full program roll-out, OFE will likely need an **Assistant PFA Program Director**.

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We also recommend establishment of the following units to support the PFA program:

<b>Unit</b>	<b>Unit Functions</b>
<b>Finance/Admin</b>	<ul style="list-style-type: none"> <li>• Budgeting</li> <li>• Contracting</li> <li>• Accounting</li> <li>• Personnel</li> <li>• Information technology</li> <li>• Public Information</li> </ul>
<b>Data and Evaluation</b>	<ul style="list-style-type: none"> <li>• Data and reporting</li> <li>• Ongoing evaluation and assessment</li> <li>• Coordination of data sharing and data system integration</li> <li>• Management of outside evaluation contract</li> </ul>
<b>Communications and Outreach</b>	<ul style="list-style-type: none"> <li>• Outreach to potential providers</li> <li>• Parent and community engagement</li> <li>• Coordination of kindergarten transition efforts</li> </ul>
<b>Continuous Quality Assurance</b>	<ul style="list-style-type: none"> <li>• Coaching</li> <li>• Training and professional development</li> <li>• Site assessments</li> <li>• Curriculum instruction</li> </ul>
<b>Operations</b>	<ul style="list-style-type: none"> <li>• Student intake</li> <li>• Preschool assignment process administration</li> <li>• Enrollment</li> <li>• Compliance</li> <li>• Fiscal/technical oversight for providers</li> <li>• Development of program scopes of work</li> </ul>
<b>Capacity Building/ Workforce Development</b>	<ul style="list-style-type: none"> <li>• Administration of capacity building funds</li> <li>• Family Child Care (FCC) Pilot Study oversight</li> <li>• Parent and workforce development</li> <li>• Space development</li> </ul>
<b>Policy and Planning</b>	<ul style="list-style-type: none"> <li>• Project management</li> <li>• Coordination with related state and regional efforts</li> <li>• Grant writing</li> <li>• Legislative coordination</li> </ul>
<b>Administrative Support</b>	<ul style="list-style-type: none"> <li>• Providing administrative and technical support to the PFA Director and managers</li> </ul>

## Other Costs

**Enrollment management system.** To manage enrollment for PFA centrally, OFE should develop or purchase an enrollment management system to process online applications, manage waitlists, and assist with the preschool assignment process that may potentially be needed in the initial years of program roll-out. Applications should also be available as hard copies and provided in multiple languages.

**Preschool Assignment process algorithm.** During the ramp-up period of PFA, if demand exceeds the supply of spaces in PFA classrooms, a preschool assignment process will likely be necessary to allocate the available slots. This process should be open to all children regardless of location within the city of Seattle or family income. Assignment algorithm software should be developed or acquired to provide a transparent, equitable, and efficient way to balance enrollment of multiple children across different providers. See rationale for serving mixed incomes in *Section 3.1 Student Eligibility*.

## Outcomes and Evaluation

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A continuous improvement system that is integrated with the evaluation research will provide timely insight into the programmatic needs and identify areas for technical assistance. The ultimate purpose of all data collection should be to improve outcomes for children through data-based program development. Assessments should be used by teachers to make classroom- and child-specific decisions regarding educational strategies. Also, child and classroom quality assessments should be used by administrators and other decision makers to judge the overall impact of the early education system (or parts of it) and pinpoint where changes could be made to improve effectiveness, whether related to teaching, support, or administration.

## Quality Assurance through Ongoing Evaluations

### *Child Level: Collecting and Analyzing Child Assessment Data to Inform Intentional Instructional Practice*

- **Screening for potential learning and development delays and concerns.** All children, except for those entering Preschool for All with existing Individualized Education Plans (IEPs) should receive comprehensive developmental and social-emotional screenings within 90 days of program entry. We recommend that PFA programs use the following screening tools:
  - The Early Screening Inventory-Revised Version (ESI-R).
  - The Ages and Stages Questionnaire (ASQ) and the Ages and Stages Questionnaire-Social Emotional (ASQ-SE).
- **Ongoing performance-based assessments.** Our first recommendation is to choose one assessment tool for which there is a possibility of citywide use to simplify training and data analysis. The system chosen should have easy to use teacher training materials and a system for establishing reliability for teacher scoring. Once teachers are using the system well—following online training and with support in the monthly assessment workgroups and coaching—they should establish reliability using the assessment system's online reliability tool.

We recommend that OFE allow providers to use either of the following, possibly with adaptations made to reduce the number of items scored to be consistent with state early learning guidelines:

- **HighScope Child Observation Record (COR).** If the HighScope Curriculum is implemented, then the COR would be the most seamless choice for teachers and centers in Seattle that are already using it.

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- **Teaching Strategies GOLD.** Although designed to correspond with Creative Curriculum, this system is generic enough to be used with most curriculum models and is already widely used in Seattle preschools.

### ***Site and Classroom Level: Implementing Program Standards and Improving Classroom Practice***

The Office for Education (OFE) should develop a **site-level implementation self-assessment rubric** for site level continuous improvement that is designed to guide schools and centers through systematic self-appraisal of their preschool programs to provide a basis for developing program improvement plans. The items and scoring criteria on the rubric should be developed by the PFA program. The site-level accountability process requires two phases annually:

1. **Phase I:** In the first half of the program year, site-level personnel gather documentation to assess their early childhood program based on the self-assessment rubric. Initial ratings inform revisions to operations and program improvement. Because this is a program improvement tool, sites are encouraged to look critically and honestly at their programs.
2. **Phase II:** Near the end of the program year, a team of OFE specialists (education, operations, and fiscal) validates the self-assessment score using documentation provided by the site to justify their score. Site leaders combine the results of the validation with data from other sources to develop detailed program improvement and professional development plans. Initially, this should happen annually, and as the PFA matures and program standards are more regularly being met, a system for randomly selecting sites for validation can be established.

We recommend using **Early Childhood Environment Rating Scale-Revised (ECERS-R)** and **Classroom Assessment Scoring System (CLASS)** together with **curriculum fidelity tools**. In later years, as the scores on these global quality assessments meet maximum thresholds, measures of specific teaching practices for particular domains should be added to inform specific programmatic professional development issues.

OFE should set a low-end cut-off score for contracting classrooms (see *Section 2.5 Recommendations for Delivery Model: Provider Eligibility*). In addition, a cut-off should be set for capturing the lowest (10-15%) of scores on the CLASS. Based on research indicating that classroom quality assessments are not particularly predictive of child achievement until a certain threshold of quality is reached,<sup>4</sup> we recommend the following ultimate targets for classroom quality ratings:

- ECERS-R: 5.0 or higher.
- CLASS Emotional Support (ES): 6.0 or higher.
- CLASS Classroom Organization (CO): 6.0 or higher.
- CLASS Instructional Support (IS): 4.5 or higher.

OFE should use Programmatic Process Indicators to assess program implementation.

### **External Evaluation at Program Level**

PFA program evaluation should use data from samples of classrooms, children, and program finances. To link inputs to outcomes, the evaluation should include a **Process Evaluation** and an **Outcomes Evaluation**.

### *Classroom and Program Process Evaluation*

The Process Evaluation ensures that the program is being implemented as intended. Implementation fidelity is reached when most elements of the program standards are meeting targets. For example, a goal that 60% of the eligible 3- and 4-year-olds in Seattle are enrolled in PFA in classrooms that meet the ultimate targets for the ECERS-R and CLASS tools could be one measure of implementation fidelity.

The classroom observations, conducted annually on a representative sample of classrooms, should initially include the **ECERS-R**, and the **CLASS**. The ECERS-R provides a comprehensive look at classroom quality and could allow the City to compare classroom quality scores to programs in the research literature and in other states. In later years, content-specific classroom quality instruments could be added.

The external evaluation of classrooms should be supplemented with validation scores from the **site-level implementation self-assessment rubric** which could provide information by site on the level of program implementation.

### *Outcomes Evaluation*

We estimate that by 2018, analysis of the annually collected classroom quality and accountability data should show that PFA is adequately implemented enough to embark on an **Outcomes Evaluation**. While we recommend specific child assessment tools, some very promising instruments are currently being developed to take advantage of touch screen tablets and should be reviewed before choosing an assessment battery. Children should be assessed in English and, if they are served in a dual language classroom, in their home language, where assessments are available.

We recommend the following child assessment tools be administered pre and post during the preschool and kindergarten years:

- **Language development:** Peabody Picture Vocabulary Test-IV (English)<sup>5</sup> or Test de Vocabulario en Imágenes Peabody (Spanish);<sup>6</sup> and the Expressive Vocabulary Test.
- **Mathematical skills:** Woodcock-Johnson Tests of Achievement; Subtest 10; Applied Problems (English and Spanish).<sup>7</sup>
- **Literacy skills:** Early Literacy Skills Assessment (English and Spanish).<sup>8</sup>
- **Executive functioning skills:** Executive Function Scale for Early Childhood.<sup>9</sup>

These tools should be used to measure the following early learning recommended outcomes:

- **Short-term early learning outcomes.** Within one year of meeting all Programmatic Process Indicators (we estimate 2019), children who participated fully in the PFA program will enter kindergarten scoring about .25 standard deviations (sd) higher in language, .33 sd higher in math, and .25 sd higher in basic literacy skills. These correspond to reducing the achievement gap for the lowest income quintile by 25% in language, 33% in math and 25% in basic literacy. The longer-term goal for kindergarten entry is to reduce language and math gaps with national averages at kindergarten entry by 50% or more.
- **3<sup>rd</sup> grade early learning outcomes.** The first cohort of children to meet the short-term early learning outcomes for kindergarten entry will score .10 sd to .20 sd higher on the 3<sup>rd</sup> grade statewide assessment. There will be a reduction in the percentage of children who have failed a grade or have been placed in special education.
- **Continue analyzing sample children's school test results through high school graduation.**

## Baseline Data Collection

Given the importance of ongoing, program-wide data to improving child outcomes, it is critical that appropriate data is systemically collected, stored, and analyzed to inform adaptation in teacher practice, curriculum, or other areas.

OFE should explore licensing Department of Early Learning (DEL)'s Early Learning Management System (ELMS) to leverage its capabilities in terms of integration with other key data systems. Data sharing across the entire education spectrum should be a consideration in any data management decision.

## Feedback Systems

OFE should develop a communication plan for obtaining ongoing feedback from families on the quality and variety of early learning services offered by PFA. The PFA Oversight Body should assist OFE in developing a method for obtaining upfront and ongoing parent/guardian opinions and perspectives from families, so OFE can make improvements. Parents should be included in the Oversight Body and results of the Process and Outcomes Evaluations should be regularly shared with the Council for comment and interpretation.

The PFA Communications and Outreach Coordinator, as well as Human Services Coordinators, should provide another link to families and can serve as conduits for gathering ongoing feedback about the PFA program.

## Financial Implications

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The costs associated with Seattle's Preschool for All (PFA) program have been estimated using an interactive financial model developed by the consultant team. The financial model is a **planning-level tool**, designed to provide a reasonable estimate of potential costs and revenues associated with the program and to allow for evaluation of alternative options for delivering high-quality preschool.

The interactive financial model is a flexible, assumption-based tool. It estimates the citywide costs of providing PFA, as well as average per-student costs. None of these costs should be interpreted as specific to any given provider in the city. Rather, the cost implications outlined below reflect a **reasonable average** of citywide costs under full program implementation.

The costs outlined in this section are based on a specific set of assumptions programmed into the model that align with recommendations in the Draft Action Plan. The financial model provides a tool for decision makers to explore the implications of different decisions beyond those presented below.

Please note that some exhibits present amounts in year of expenditure dollars to help the City understand the full cost of the program, while others present amounts in inflation-adjusted 2014 dollars to allow comparison across years in real terms. This difference is stated in the title of each exhibit.

## Summary of Costs and Revenues

### Total and Net Program Cost

The total cost of PFA comprises four main components:

- **Provider costs.** These include instructional staff salaries and benefits, facility rent and maintenance, other staff salaries and benefits, and non-personnel costs such as supplies, utilities, and food.

- **Office for Education (OFE) program support activities.** These include contracting with Public Health Seattle & King County (PHSKC) to provide health support to children enrolled in PFA, providing a cadre of coaches to mentor PFA providers' staff, and supporting kindergarten transition.
- **OFE program administration and evaluation.** These include the staff responsible for administering the program, such as a director, finance, human resources, and IT positions. This cost component also includes evaluation work, including data systems and contracting for outside evaluators, and monitoring the Family Child Care (FCC) Pilot Study.
- **Capacity building.** The model assumes that the City would provide some level of financial support for organizational, workforce, and facility capacity building during the first five years of implementation.

The interactive financial model estimates costs in each of these areas as well as the revenues necessary to fund the plan based on different implementation scenarios (see *Attachment E* for detailed discussion of model assumptions and documentation). Key cost drivers include the projected number of children served per year, as well as program quality requirements such as staff-to-student ratios, number of hours per day, provider facility costs, and required professional development activities.

### Financial Impact of Recommended Program

Exhibit ES-2 summarizes the estimated cost of PFA over the next 10 years (2015-2024) in year of expenditure dollars for the proposed phasing timeline. The costs in this section only portray the costs of the recommended 6-hour per day, 180-day per year program. Before/after care (wrap-around care) and summer care costs are not assumed to be a part of PFA program costs. Additional line-item details are available in *Attachment D*. A description of revenue sources is located in *Section 7.4 Funding Sources*.

Exhibit ES-2  
Estimated PFA Costs (2015-2024, Year of Expenditure Dollars)

	2015-2019 (first 5 years)	2020-2024 (second 5 years)	Total 2015- 2024 (first 10 years)	Percent of Total
<b><u>Provider Costs</u></b>	<b>\$ 104.6 M</b>	<b>\$ 395.2 M</b>	<b>\$ 499.7 M</b>	<b>80.6%</b>
Labor	\$ 74.1 M	\$ 287.0 M	\$ 361.0 M	58.3%
Facilities	\$ 9.9 M	\$ 34.8 M	\$ 44.7 M	7.2%
Other	\$ 20.6 M	\$ 73.4 M	\$ 94.0 M	15.2%
<b><u>OFE Program Support Activities</u></b>	<b>\$ 13.4 M</b>	<b>\$ 34.0 M</b>	<b>\$ 47.3 M</b>	<b>7.6%</b>
Professional Development	\$ 8.0 M	\$ 16.8 M	\$ 24.8 M	4.0%
Health Support	\$ 5.4 M	\$ 17.1 M	\$ 22.5 M	3.6%
<b><u>OFE Program Administration</u></b>	<b>\$ 17.4 M</b>	<b>\$ 35.8 M</b>	<b>\$ 53.2 M</b>	<b>8.6%</b>
Administration	\$ 12.7 M	\$ 25.3 M	\$ 38.0 M	6.1%
Assessment and Evaluation	\$ 2.1 M	\$ 6.4 M	\$ 8.5 M	1.4%
Overhead and Non-Personnel	\$ 2.6 M	\$ 4.2 M	\$ 6.7 M	1.1%
<b>Subtotal Operating Cost</b>	<b>\$ 135.3 M</b>	<b>\$ 465.0 M</b>	<b>\$ 600.3 M</b>	<b>96.9%</b>
<b><u>Capacity Building</u></b>	<b>\$ 13.1 M</b>	<b>\$ 6.4 M</b>	<b>\$ 19.5 M</b>	<b>3.1%</b>
Personnel	\$ 2.5 M	\$ 0.5 M	\$ 3.0 M	0.5%
Facilities	\$ 10.6 M	\$ 5.9 M	\$ 16.5 M	2.7%
<b>Total Program Cost</b>	<b>\$ 148.4 M</b>	<b>\$ 471.4 M</b>	<b>\$ 619.7 M</b>	
<b><u>Revenue and Funding</u></b>	<b>\$ 79.4 M</b>	<b>\$ 172.1 M</b>	<b>\$ 251.5 M</b>	<b>40.6%</b>
Family Co-pay	\$ 24.5 M	\$ 85.8 M	\$ 110.3 M	17.8%
Public Funding Sources	\$ 54.9 M	\$ 86.2 M	\$ 141.2 M	22.8%
<b>Net Program Cost to City</b>	<b>\$ 68.9 M</b>	<b>\$ 299.3 M</b>	<b>\$ 368.3 M</b>	

Source: BERK, 2014.

The model assumes that PFA will begin incurring costs in calendar year 2015. As noted in *Section 4.1 Phasing and Plan Alternatives*, the number of children in the program is projected to increase significantly from 2015 through 2029. In addition to inflation, the increase in children served is the main driver of costs over time.

- **Provider** costs make up the majority (80.6%) of PFA costs, which consists of cost for labor, facilities, and other non-personnel items such as supplies and insurance.
- **OFE program support activities** comprise approximately 7.6% of PFA costs over the 10-year period. Health support comprises 3.6% of total costs, while professional development comprises 4.0% of total costs.

- **OFE program administration** makes up 8.6% of costs over the 10-year period. This cost component makes up a higher percentage of operating costs in the early years as fewer students are enrolled and many systems are being developed.
- **Capacity building** funding comprises 3.1% of total costs over the 10-year period.
- **Revenues and funding sources** will support approximately 40.6% of total costs over the 10-year period. Existing and potential public funding sources will support 22.8% of PFA costs, while sliding scale tuition will make up 17.8% of total costs.

Exhibit ES-3 shows how the above costs translate into different lengths of a property tax levy being considered by the City. The first column shows the impacts of a four-year levy, which would coincide with the expiration of the current Families and Education Levy in 2018. The second column shows a seven-year levy, which is a more typical length for the City to consider. Levy amounts are shown in both year of expenditure and inflation-adjusted dollars.

Exhibit ES-3  
Implications for a 4-Year or 7-Year Levy (2015-2021)

Example Levy Costs	4-Year Levy (2015-2018)	7-Year Levy (2015-2021)
<b>Year of Expenditure Dollars</b>		
Total Levy Amount	\$ 42.3 M	\$ 159.6 M
Annual Average	\$ 10.6 M	\$ 22.8 M
<b>Inflation-Adjusted Dollars</b>		
Total Levy Amount	\$ 39.5 M	\$ 141.1 M
Annual Average	\$ 9.9 M	\$ 20.2 M

Source: BERK, 2014.

- The total cost of a four-year levy in year of expenditure dollars is \$42.1 million, or an average of about \$10.5 million per year.
- The total cost of a seven-year levy in year of expenditure dollars is \$159.2 million, or an average of about \$22.7 million per year. The average cost per year is higher in the longer levy scenario because more children are being served each year.



## Per-Child Costs

Cost per child can be defined and calculated in several different ways. The section below strives to provide full transparency of the two components that go into this amount: the number of children served, and the components included in the cost. Different programs (e.g., Head Start or Early Childhood Education and Assistance Program (ECEAP)) may group their costs in different ways when presenting per-child costs. Therefore, it is important to only compare analogous cost numbers between programs.

For PFA, the cost per child changes over time, mostly in response to (a) inflation and (b) pre-loading of administrative costs in the early stages of the program before many children are enrolled. This cost does **not** include capacity building as part of the average.

Exhibit ES-4 shows the estimated average per-child cost broken down by component for School Year (SY) 2024-25. The purpose of showing this year is to understand, near full scale, how the programmatic elements translate into per-student costs. The cost has been adjusted to 2014 dollars.

**Exhibit ES-4**  
**Average Per-Child Cost at Full Implementation (SY 2024-25, Adjusted to 2014 Dollars)**

	SY 2024-25	
	Cost (\$2014)	Percent
<b>Base Provider Cost/Child</b>	<b>\$11,250</b>	<b>85%</b>
<i>Avg addt'l for child with IEP</i>	<i>\$2,000</i>	
<i>Avg addt'l for ELL child</i>	<i>\$700</i>	
<i>Avg addt'l for child &lt; 130% FPL</i>	<i>\$500</i>	
<b>Average Program Support Cost/Child</b>	<b>\$1,000</b>	<b>8%</b>
<b>Average Program Admin Cost/Child</b>	<b>\$1,000</b>	<b>8%</b>
<b>Total Average Cost/Child</b>	<b>\$13,250</b>	

Source: BERK, 2014.

- The total average cost per child is estimated to be \$13,250 in ten years. This cost will vary by year over the implementation timeline as fixed costs are spread over a growing number of children. This amount represents the average in one selected year.
- The base provider per-child cost would be approximately \$11,250 per child, or 85% of the total per-child cost for PFA. Providers would receive additional funding of between \$500 and \$2,000 per year for special populations, such as children on Individualized Education Plans (IEPs), children who are English Language Learners, and children from families below 130% of federal poverty level.
- Program support costs, such as health support and professional development, comprise 8%, or \$1,000 per child.
- Program administration costs comprise 8%, or \$1,000 per child.

*Attachment D* includes a table of year-by-year average per-child costs for additional detail.

## Current Funding Sources

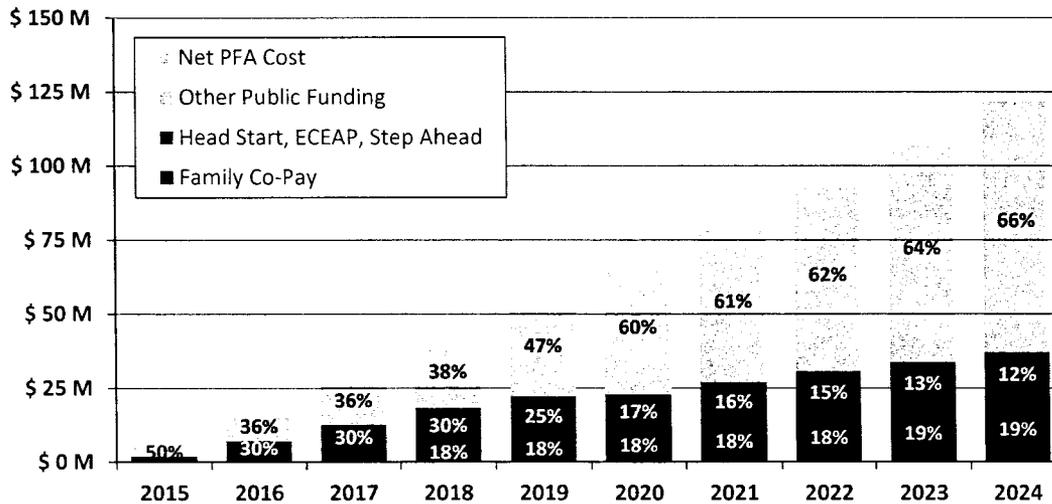
The financial model incorporates funding from existing federal, state, and city programs to offset the total cost of the PFA program. Current programs such as Head Start, ECEAP, Working Connections Child Care, Child Care Assistance Program (CCAP), and Step Ahead subsidize the per-child costs of providers for limited numbers of eligible children. Other state and local programs may contribute some funding toward provider or OFE costs.

In order to leverage these funding sources, the financial model accounts for the requirements, restrictions, and total amount of available funds for each program then estimates those funds as program revenues that reduce the overall price that the City must pay to implement PFA.

Changes in these sources over the course of PFA implementation are assumed to grow based on known expansion plans of each program. If specific plans are unknown, program funds are estimated to increase by general inflation over time.

This funding analysis only focuses on major sources of funding available for child care and public preschool purposes. The sources included here make up the large majority of potential funding that could be leveraged to support PFA. Individual providers may sometimes receive other funding, but these sources are typically small and inconsistently provided. Exhibit ES-5 summarizes the assumed percent of the program that will be paid for by each type of revenue over time for the 10-Year Implementation timeline.

**Exhibit ES-5**  
**Annual Funding by Revenue Type (2015-2024, Year of Expenditure Dollars)**



Source: BERK, 2014.

In the earlier years of implementation, a larger percentage of the program is assumed to be funded by public sources (including Head Start, ECEAP, Step Ahead, Working Connections, and CCAP), as slots in existing programs are assumed to come under the PFA umbrella relatively quickly. In the long term, given the assumptions for tuition and growth in preschool enrollment, about 66% of the annual operating cost of the program will need to be funded by the City of Seattle, 16% of the program will be funded by existing programs, and 19% of the program will be funded by family co-pays.

### Publicly Funded Early Education Programs

Publicly funded early education programs fund providers at a set rate per child. Eligibility varies by program and some programs allow co-enrollment (i.e., one child can be enrolled in more than one program). These variations are included in the model where they impact the total revenue that aligns with each child.

The estimated number of children participating in each program by year is the primary model variable that drives the total amount of funding available for PFA from these programs. Those funds are then factored into the model as revenues to estimate the net cost to the City of PFA.

### Family Co-pays—Tuition Model

In addition to the funding sources described above, the City Council's resolution for PFA stated that the program should include a "sliding scale tuition model that charges higher levels of tuition as household income increases." The resolution also stated that the model should grant free tuition to families earning at, or under, 200% of FPL. The co-pay model should be regulated such that providers who now charge tuition will not do so for PFA program time, as that cost will be covered by the reimbursement rate and the parent co-pay.

To our knowledge, there are no other universal preschool programs that charge a sliding fee. There are many possible scenarios for determining tuition based on income. The numbers included in this section are based on one possible scenario, which aligns with the Washington Preschool Program report published in November 2011.<sup>10</sup> The model allows the user to explore alternatives and their impact on the net cost of the program. Ultimately, the ***co-pay amounts will be based on the City's policy decisions.***

Although actual costs will vary by provider, the consultant team recommends that all families in the same income bracket pay the same amount for tuition, regardless of which school their child attends. This simplifies the process for parents and does not introduce incentives for families to choose cheaper PFA sites. This also implies that the City will be subsidizing children at slightly different rates depending on specific providers, if the City chooses to reimburse providers on a line-item budget.

Exhibit ES-6 shows the tuition scale currently assumed in the model. This table shows amounts for the first year of program implementation.

Exhibit ES-6  
Proposed Tuition Model By Income Level (2014 dollars)

Family Income Level	Average Provider Per-child Cost	Annual Family Co-Pay	Co-Pay as % of Provider Per-child Cost	Family of Four Max Income	Tuition as % of Max Income	Total Amount Paid by Family for Full-time Care <sup>1,2</sup>	Amount Paid by Family as % of Total Full-time Per-child Cost
Children < 110% FPL	\$11,750	\$0	0%	\$26,235	0%	*	*
Children 110-130% FPL	\$11,750	\$0	0%	\$31,005	0%	*	*
Children 130-185% FPL	\$11,250	\$0	0%	\$44,123	0%	*	*
Children 185-200% FPL	\$11,250	\$0	0%	\$47,700	0%	*	*
Children 200-250% FPL	\$11,250	\$200	2%	\$59,625	0%	*	*
Children 250-300% FPL	\$11,250	\$500	4%	\$71,550	1%	*	*
Children 300-400% FPL	\$11,250	\$1,000	9%	\$95,400	1%	\$7,250	41%
Children 400-500% FPL	\$11,250	\$2,000	18%	\$119,250	2%	\$8,250	47%
Children 500-750% FPL	\$11,250	\$4,000	36%	\$178,875	2%	\$10,250	59%
Children 750-1000% FPL	\$11,250	\$6,000	53%	\$238,500	3%	\$12,250	70%
Children 1000-2000% FPL	\$11,250	\$8,000	71%	\$477,000	2%	\$14,250	81%
Children > 2000% FPL	\$11,250	\$9,000	80%	>\$477,000	2% or less	\$15,250	87%

<sup>1</sup> Assumes annual per-child cost of \$17,500 for full-time, year-round care

<sup>2</sup> Total amount paid by families below 300% of FPL will vary based on the specific combination of subsidies and co-pays

Source: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, 2014 Poverty Guidelines, 2014; and BERK, 2014.

Note: The average per-child cost for children below 130% of FPL reflects the additional stipend paid to support the costs of serving this population, as noted in Exhibit ES-4.

There are some benefits and challenges associated with charging fees for a universal preschool model. Dr. Tim Bartik outlines this in his book, *Investing in Kids*, as well as on his blog.<sup>11</sup> While fees charged to upper-income families do reduce the overall cost to the taxpayers, this revenue gain comes with increased administrative costs, including verification of family income. In addition, fees could cause some upper-class families to not use the universal program.

**PRESCHOOL FOR ALL  
RECOMMENDATIONS FOR SEATTLE'S  
PRESCHOOL FOR ALL  
ACTION PLAN**

**May 2, 2014**

## 1.0 INTRODUCTION

### 1.1 Background

#### Overview

A large body of scientific evidence has shown that the fundamental architecture of the brain is established before a child enters kindergarten. These early years of a child's life are an important window of opportunity for social and cognitive development.<sup>12</sup> The right environments, experiences, and investments in these years can produce a lifetime of benefits. Failure to adequately support young children combined with the adversity that all too many children face can lead to academic failure, troubled lives, low wages, and poor health in later years.<sup>13</sup>

Families who wish to provide good early educational experiences for their children frequently find it difficult to do on their own. Quality preschool programs are expensive, and working parents that need long hours of child care may conclude that a good early education is out of reach. In Seattle, over a quarter of all 3- and 4-year-olds live in families with incomes below 200% of federal poverty level (\$47,700 for a family of four in 2014).<sup>14</sup> Families struggling to make ends meet may find they have limited child care options. A study of a nationally representative sample of classrooms for 4-year-olds found that only about one in three could be considered good or better educationally.<sup>15</sup> About half of all 3- and 4-year-olds do not enroll in a classroom-based preschool, and many of these children are in family day care homes where quality is uneven. There is a growing concern that the quality of preschool care arrangements outside the home is so low that for many, in particular lower-income and minority children, it actually delays their development.<sup>16</sup>

#### Program Purpose

The evidence of the importance of early education for brain development and lifetime success combined with the inadequate quality of much early care and education has inspired numerous public policy initiatives to support high-quality, universal preschool. Yet in most states the vast majority of 3- and 4-year-olds have no access to public preschool programs.<sup>17</sup> Increasingly, local communities, including Boston, San Antonio, and Washington, D.C., have been unwilling to wait for state or federal government action and have moved ahead with their own programs.

On September 23, 2013, the Seattle City Council joined these cities by unanimously passing its [Preschool for All Resolution](#) (Resolution 31478), which endorsed voluntary, high-quality preschool for all 3- and 4-year-old children. The Council commissioned an Action Plan to help create a Preschool for All (PFA) program that ensures access to high-quality preschool education for all young children in Seattle. The ultimate goal of this program is to offer every family the opportunity to enroll their children in a preschool program that will provide strong support for each child's learning and development in partnership with parents and caregivers. This will better prepare Seattle's children to succeed in school and enhance equal opportunity for later life success. Council's vision for PFA is consistent with the City of Seattle's commitment to Race and Social Justice, specifically its goal to lead a collaborative, community-wide effort to eliminate racial inequity in education, criminal justice, environmental justice, health, and economic success.

**RECOMMENDATIONS FOR SEATTLE'S  
PRESCHOOL FOR ALL ACTION PLAN**

As part of the resolution, the Council requested answers to several questions by December 31, 2013:

- A. How many 3-year-olds and how many 4-year-olds are enrolled in each child care and preschool program in Seattle?
- B. How many 3- and 4-year-olds are not enrolled in any formal child care or preschool programs?
- C. What are the reasons children do or do not attend preschool? How many of those parents whose children do not currently attend preschool would likely enroll their children if high-quality preschool were available and affordable?
- D. What is the *average* total cost per child enrolled for *each* of the child care or preschool programs that receive government subsidies?

These questions were addressed in the Analysis of Preschool Enrollment Report submitted to the City Council on January 29, 2014. Estimates of preschool age children from the Analysis are shown below.

**Estimated Number of 3- and 4-Year-Olds in Seattle**

According to the Analysis, there were approximately 6,450 3-year-olds and 5,830 4-year-olds for a total of 12,280. The estimated number of 3- and 4-year-olds attending child care and preschool programs in Seattle is lower at 7,800 to 9,000 or between 63% and 73% of all 3- and 4-year-olds. This includes children in center-based programs, family child care, and private preschool programs that are not licensed by the Department of Early Learning because they operate for less than four hours per day. The data does not differentiate between children attending one day per week or full time, or by the quality of early education programs.

**Exhibit 1  
Children in Seattle by Age and Income Level (2012)**

	<u>3-Year-Olds</u>		<u>4-Year-Olds</u>		<u>All 3- and 4-Year-Olds</u>	
	Count	Percent	Count	Percent	Count	Percent
Children < 110% FPL	978	15%	884	15%	1,863	15%
Children 110-130% FPL	150	2%	136	2%	286	2%
Children 130-185% FPL	312	5%	282	5%	594	5%
Children 185-200% FPL	277	4%	250	4%	527	4%
Children 200-250% FPL	408	6%	369	6%	777	6%
Children 250-300% FPL	408	6%	369	6%	777	6%
Children 300-400% FPL	666	10%	602	10%	1,268	10%
Children 400-500% FPL	571	9%	516	9%	1,086	9%
Children 500-750% FPL	1,451	23%	1,312	23%	2,763	23%
Children 750-1000% FPL	774	12%	700	12%	1,474	12%
Children 1000-2000% FPL	258	4%	233	4%	491	4%
Children > 2000% FPL	196	3%	177	3%	373	3%
<b>Total</b>	<b>6,450</b>		<b>5,830</b>		<b>12,280</b>	

Source: U.S. Census Bureau American Community 2012 One-Year Estimates.

## 1.2 Preschool for All Vision

**Preschool for All vision: High-quality preschool that is affordable and available to all 3- and 4-year-olds in the City of Seattle and prepares children to reach their full potential in kindergarten and beyond.** All 3- and 4-year-olds who participate in Preschool for All (PFA) program benefit substantially in language, math, and self-regulation. By meeting the individual needs of each child, PFA promotes equality of opportunity to succeed in school and life. Children with the greatest needs receive additional support and more intensive services within the program.

PFA is a systems change strategy and the leading edge of education reform. To produce systemic impacts it must truly be “for all.” Enrollment of children with the greatest needs is significantly facilitated when eligibility determination depends only on residence, and not on a complex and imperfect needs assessment, and there is no stigma associated with participation. While children from low-income families learn more in preschool when they attend alongside children from middle-income families, all children benefit from mixed income classrooms.<sup>18</sup> As students progress through kindergarten and the later grades, teachers spend less time on remediation and managing disruptive students and can change their teaching to recognize the greater capabilities of their students. These systemic changes can only happen if PFA actually reaches the vast majority of children.

## 1.3 Quality Before Quantity

Despite our best efforts, too many of our city’s children are not thriving in school. Nearly a quarter of children in Seattle Public Schools cannot read at grade level in the 3<sup>rd</sup> grade—an early warning sign that they might not graduate from high school. This statistic is significantly worse for our African-American, Hispanic, Native American, and immigrant youth.

Several long-term evaluations show that children who attend high-quality preschools are better prepared to enter kindergarten and ready to learn. Later in life, they have lower rates of special education enrollment and less grade repetition and better high school and college graduation rates. They have much lower levels of criminal behavior and decreased use of social services and lower health care costs. They are healthier, and as adults are better off financially.

However, high-quality preschool is the key to effectiveness and outcomes, making it imperative that quality standards are not sacrificed in order to expand access.<sup>19</sup> At the same time we know that there are children who would benefit from quality preschool care who are not currently served, making expanding access to affordable, high-quality care an imperative. Economist Dr. Timothy Bartik has argued that “economic development strategies in the United States should include extensive investments in high-quality early childhood programs...” because it improves employment opportunities for local residents.<sup>20</sup> While clearly a long-term outcome, it is nonetheless one that would benefit the city as a whole.

The need for rapid and efficient growth will require that Seattle take advantage of existing resources. While some programs will need time to meet Preschool for All (PFA) standards, it is imperative that the Office for Education (OFE) stay as close to the ultimate goal as possible. If Seattle taxpayers vote to implement a program that promises to substantively improve academic outcomes and life success for all children, PFA must deliver. Providing anything less than what the research shows is necessary will not deliver results and could threaten the long-term existence of PFA.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

Locations that have increased access with the intention of improving quality later have typically created a constituency that impedes further movement to standards. In Florida, for example, the quality has decreased since its inception. New Mexico and New York continue to extend the period for teachers to be hired without full qualifications, and Texas has no limits on class size with no sign of this changing. A program that starts by adhering closely to the quality standards is the safest and most effective method.

### 1.4 Plan Development Approach

These recommendations for a Preschool for All (PFA) Action Plan and accompanying Financial Model were developed by a consultant team of BERK Consulting, Columbia City Consulting, Dr. Ellen Frede, and Dr. Steven Barnett. This recommended Plan builds from the parameters described in the "Preschool for All" resolution, previous research and efforts at the city and state levels, evidence-based practices, and rigorous scientific research.

#### Research

In developing the Plan, the Team reviewed and summarized relevant research related to programmatic features and other components, including Service Delivery, Tuition and Tuition Support, Timeline and Phase-In, Capacity Building, Coordination with Current Programs and Funding Sources, Kindergarten Transitions, and Outcomes and Evaluation.

Research on program elements followed four lines of questioning:

- What does the research suggest?
- What do the national experts say?
- What are promising practices elsewhere?
- What is the local context perspective?

The research reviewed for this report spans many different fields and includes everything from child development and cognitive science theory to economics and sociology to studies of learning and teaching and professional development to evaluations of specific programs or practices. Although it is common to give advice based on the most recent study of a particular topic, we followed best practice by attempting to bring all of the relevant knowledge to bear on each issue. This task inevitably required many judgments, and we acknowledge that there are differences of opinion on several issues. However, we endeavored to provide information and recommended options around what works and will produce the best outcomes for children to aid in the decision-making process around PFA implementation.

#### Stakeholder Consultations and Outreach

The consultant team scheduled individual consultations with stakeholders and experts here in Washington State and nationally on specific topics ranging from lessons learned from the implementation of universal preschool programs in Boston and New Jersey, to dual language learners and culture, to Washington State's Quality Rating Improvement System—Early Achievers. Once a draft recommended Plan was developed, ten local and national experts reviewed it and provided comments based on their area of expertise.

To help with the local perspective, the City convened **three rounds** of six workgroups to serve as a resource to Plan development and provide feedback on initial recommendations. The workgroups comprised representatives from the local early learning provider community, various city departments, community-based organizations, county and state agencies, and others.

The six workgroups were convened around the following topics:

- Data Management
- Finance
- Health
- Infrastructure
- Program Quality and Capacity
- Workforce Development

Approximately 110 people from 60 organizations participated in the workgroups. Members of the consultant team attended workgroup meetings to learn more about what stakeholders believe and want with respect to PFA. While much of this information was incorporated into the Plan, we have also developed our own recommendations and explained our rationale. There may be reasons to depart from some of the Plan recommendations that are not specifically research-based to account for the local context, and we expect that PFA will continue to adapt and evolve during the implementation phase.

### Community Engagement

Community engagement was done by the City of Seattle's Office for Education (OFE). OFE's Community Outreach Manager met with preschool providers, families, and others across Seattle with an interest in the recommendations of the Action Plan to hear their ideas and input and provide information on the objectives of Preschool for All. Staff from OFE met with representatives from over 80 organizations that included education providers, advocates, unions, cultural groups, and education-focused coalitions.

In March and April, OFE convened four public meetings to provide information about PFA and hear participants' thoughts on topics ranging from cost for families to teacher training to language and culture to assessments. The City provided childcare and dinner for participants. Meetings were held in Southwest Seattle (High Point Community Center), Southeast Seattle (South Shore preK-8 School), North Seattle (Northgate Community Center), and Central Seattle (Garfield Community Center).

The City also hosted PFA webpages under both the Seattle City Council and OFE. All meetings, including workgroups, were noticed there along with local media coverage links and key documents.

## 1.5 Implementation Considerations

The recommendations in this Action Plan are intended to establish a **framework for Preschool for All** (PFA). The City is the ultimate decision maker and will need to make choices about PFA and continue work on the details of implementation. These would include scale and scope of PFA; programmatic elements; roles and responsibilities; the preschool assignment process; and evaluating the final program against the Racial Equity Toolkit, among other things.

Although we recommend that the City develop clear and specific regulations for all standards of quality, we also suggest delineation of a **waiver process** whereby potential providers, current providers, parents, and other stakeholders can propose different but equally rigorous avenues for meeting standards or provide evidence of other effective methods. The City should include provisions in the waiver process for deviation from a standard where appropriate. In addition, the landscape for publicly funded preschool is developing quickly and the City should be ready to respond to opportunities that may arise based on state or federal initiatives that could conceivably require rapid adjustments to existing PFA regulations.

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Our team would like to underline the following key points for consideration, as the City embarks on PFA implementation:

- **The key to success is excellent teaching.** This requires hiring and retaining excellent teachers. A path toward pay parity with the Seattle Public Schools is essential to achieve this goal. Failure to do so could preclude continuous improvement and would lead to high costs for recruiting and training teaching staff. In addition, excellent teaching will not be developed or sustained without expert support for ongoing teacher development.
- **To keep costs low, while achieving excellence, focus resources on learning and teaching.** This means minimizing PFA expenditures on other services for children and families that are available from other agencies, minimizing compliance paperwork (as opposed to continuous improvement and accountability efforts), and minimizing administrative overhead at the program and city levels.
- **Keep program design flexible enough so that the program can evolve as needs and circumstances change.** There should be a way for programs to test innovations or new practices and to evaluate their efficacy in practice.
- **PFA will be more cost effective and may be easier for providers to adopt if it is built upon and enhances existing local and state preschool efforts and resources.** Seattle's existing programs for preschoolers, including those for the lowest income children (Head Start, ECEAP, and Step Ahead) all have "built-in" quality standards that can be enhanced to meet PFA requirements. In addition, the state's quality improvement efforts for child care (Early Achievers system) can be leveraged to provide a quality foundation for potential PFA providers. This would allow Seattle PFA to focus resources toward higher levels of quality that meet PFA standards, achieve the goals of reaching all children, and provide preschool in mixed income settings. Strategic implementation plans to build on existing efforts and forge partnerships with the state's Department of Early Learning and others will be critical to PFA's success.
- **The optimal schedule and manner in which to roll out PFA depends on a variety of factors that are uncertain or subject to change.** The most obvious is the amount of funding available each year. Others include teacher qualifications and the time over which teachers become fully qualified, staff compensation, staffing configuration and class size, and even the services provided. We have provided a planning-level interactive cost model that can be used to spell out the implications of alternative budgets and program configurations and ramp-up rates. We recommend that the City is flexible about sharing this model with interested parties so that the implications of various alternatives can be publicly examined with complete transparency.
- **Scale matters a great deal for cost.** When scaling up, it is important not to grow administration disproportionately at the city level. Scaling up specialized city administration and support gradually as the program grows, while relying on the flexible use of existing administration in the short-term could be more cost-effective.

Similarly, requiring small centers to have the same administration and support personnel as large providers could be much too costly. The solution is shared services and consolidation. Hubs and cooperatives that provide administration and support for cooperating programs are an example. Flexible regulations that do not require full-time administrators at every site are another option.

## 1.6 About this Action Plan

We encourage Seattle not to over-plan the details and prepare to adapt and evolve. Change is inevitable and could bring funding or other opportunities. The City should plan to use the data collected after program implementation to make the necessary adjustments to ensure the best outcomes for children. These recommendations present several starting points from which there will inevitably be some movement.

Following this Introduction, the recommended Action Plan is organized into the following sections:

- **Section 2.0** outlines the Delivery System. How Preschool for All (PFA) should be delivered, who would oversee it and who would provide the services—since many of the programmatic elements depend on the model.
- **Section 3.0** discusses nine programmatic features of PFA. For each feature, we summarize key findings from the research, discuss the local context, outline the options, make recommendations, and then finish with the rationale for the recommendations.
- **Section 4.0** outlines a timeline and proposal to get to full program implementation. This section presents options for bringing on PFA providers and for budgeting annual costs. It also addresses capacity building from the standpoint of facilities, organizations, and staff professional development.
- **Section 5.0** discusses oversight of the PFA program and the Office for Education responsibilities and staffing for PFA.
- **Section 6.0** discusses accountability and program evaluation options for PFA, including recommendations for evaluations of sites, classrooms, and children, and an external evaluation of the program overall. It also makes recommendations for baseline data collection and a system to facilitate collection of feedback.
- **Section 7.0** outlines the financial implications of PFA and summarizes the potential costs, funding sources, and tuition model.

## 2.0 DELIVERY SYSTEM AND PROVIDER ELIGIBILITY

This section examines how services will be delivered to children in Preschool for All (PFA). After reviewing the research on this issue and providing an overview of how other universal preschool programs have been delivered, this section looks at the local Seattle context, and how the PFA delivery system can draw on the many existing community resources. In addition to private and nonprofit providers, options for including Seattle's publicly funded early learning programs are considered. This section includes options and recommendations for provider eligibility to provide PFA services.

### 2.1 Research and Delivery Systems in Other Jurisdictions

#### Overview

"Delivery system" is defined as the method by which program funding and standards are used to provide services for children and families. Direct delivery and mixed delivery are two of the most common delivery systems.

- Seattle Public Schools delivers its K-12 education services using a **direct delivery model**. The district hires teachers and other staff and services are housed and delivered in buildings it owns.
- In a **mixed delivery system**, two or more organizations are involved in delivery, as with the City of Seattle's Step Ahead program. The City manages the funding, sets program standards, determines provider eligibility, and provides a variety of supports. The direct delivery of services is contracted out to an array of child care, Head Start, and preschool programs, which employ the teachers and provide facilities.
- In some cases, an organization can use **both systems**, directly delivering some services, while contracting out others. For example, Puget Sound Educational Service District (PSESD) Head Start operates its Educare Center in White Center with PSESD staff in a building owned by PSESD, but contracts out the majority of its Head Start services to King and Pierce county school districts, child care centers, and other organizations.

The best delivery system builds on existing strengths in a community, considers the capacity of organizations that could be involved in delivery, and chooses the delivery system that will provide the best services. Regardless of which delivery system is selected, it needs to be dynamic, so that it can add professional and organizational capacity as needed to reach child outcomes.

#### *What delivery models have other jurisdictions used?*

Most other jurisdictions have used one of the following models:

- A school district either operates a universal preK (UPK) program directly or serves as the hub for an integrated school district/mixed delivery system (Boston, New Jersey, Washington, D.C.). There is research suggesting strong outcomes for this model.
- A city launches the program by operating model centers and then in later years contracts with school districts and private providers (San Antonio).
- All services are provided by private providers and school districts operating in their own facilities with some other entity providing contract management and quality assurance (county-based Early Learning Coalitions in Florida).

Even in cities where the school district operates most preK classes directly, a mixed delivery option has been developed to draw on community resources, often to supplement limited district facilities.

- In Boston, the school district operates most preK programs and currently serves 2,400 children. The recently launched Boston K1DS initiative uses public funds for 14 preK classes located at 10 community-based agencies, currently serving 280 children. These centers can provide the extended-day, full-year services that many families need.
- In Washington, D.C., there is capacity to serve all families wishing to access preK services for their 3- and 4-year-olds. Public funds based on the school funding formula allow 50% of the children to be served by charter public schools, 46% by public schools, and 4% by community-based organizations (CBO). Supply actually exceeds demand, with the CBOs the most underutilized.
- In San Francisco, the school district serves 25% of eligible children, while First 5 San Francisco, funded by a state tobacco tax, is ramping up preK services provided by CBOs.
- There is also at least one city that directly operates its own preK program, with plans to develop a mixed delivery option. San Antonio has opened two preK Education Centers, and will open two more in the next year, to serve a total of 1,700 4-year-olds. This program is funded by a small increase in the sales tax, and currently all staff at these centers are city employees. Beginning in 2016, the City will begin to give competitive grants to school districts and community partners, which will eventually provide preK services to an additional 1,700 children.

***Is there research on the effectiveness of delivery systems?***

Because each city and state has different circumstances, there is no research comparing outcomes for these delivery systems. Most city-funded programs use a mix of public and private providers. Most research concludes that the best outcomes for children are achieved when school districts either operate preK programs directly, or serve as “the hub of a system that integrates these programs into a high-quality system of preschool education.”<sup>21</sup>

Additional research by Walter Gilliam argues that public schools have the capacity to build a skilled teacher workforce, and to provide the best access to special education services. But he also points out that Head Start classes outperform schools on providing comprehensive services, and that there are many high-quality (as well as low-quality) nonprofit and for-profit child care programs, which have the added benefit of providing extended hours. He concludes that the best option is “a mixed delivery system that keeps the public schools as a stabilizing centerpiece,” accesses other funding and providers such as child care and Head Start, all “coordinated through the local public school system (as) the best option for providing the full array of services of children and families need.”<sup>22</sup>

***Where is a hub model used and has it been effective?***

Puget Sound Educational Service District uses a hub model to provide full-day services to about 360 children in about 20 child care centers. These centers range from small, privately owned centers to centers run by community colleges, school districts, and large private nonprofit organizations. In addition, PSESD serves about 35 Head Start children (birth to five) in family child care settings. Based on federal reviews of these programs operating in a hub model, services meet all Head Start standards, and are as strong as those in PSESD’s more traditional part-day Head Start classes.

***What is the role of family child care providers?***

Family child care (FCC) is an integral part of child care services. In Seattle, based on our analysis of the Department of Early Learning’s (DEL) data on *licensed* child care centers and family child care providers, approximately 23% of all children in licensed child care are in family child care, while the remaining 77%

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are in child care centers. Family child care often offers care for infants, toddlers, and school-age children in addition to preschool services, making it more likely that a family can bring all their children to one provider. Family child care also offers some parents the opportunity to have their children cared for by those who share cultural norms and values.

While family child care providers are common, we found no examples of using a family child care model in preschool programs. While there is some research showing that providing professional development and other support to family child care improves the quality of services, we found no research on the effectiveness of family child care in achieving preK outcomes.

Head Start has recognized family child care as a viable option for delivering its services and has made it one of their service delivery models. Recently, the federal government expressed interest in building partnerships between family child care and Early Head Start programs serving infants and toddlers. Locally, Puget Sound ESD's Head Start program contracts with approximately 10 family child care providers who provide Head Start services to about 35 children, two-thirds of whom are under 3 years old. While these programs have been found to meet Head Start performance standards during federal reviews, as stated above, there is no research on how these children fare in the elementary grades. In Los Angeles and other locations, family child care is used to deliver Early Head Start services serving infants and toddlers.<sup>23</sup>

As of March 2014, DEL has made new full-day Early Childhood Education and Assistance Program (ECEAP) (state-funded preK) slots open to licensed family child care providers participating in Early Achievers (Washington's Quality Rating and Improvement Systems (QRIS)). Due to minimum slot requirements, family child care providers will need to apply for these slots via consortium with other providers or via an existing ECEAP provider.

## 2.2 Local Context: Landscape of Early Learning Providers

In order to understand options and recommendations for a mixed delivery system, it is critical to know that the early learning landscape in Seattle is a patchwork of providers, comprising:

- Licensed child care centers and family child care (FCC) homes (licensed by the Washington Department of Early Learning (DEL)).
- Government-operated programs, including Seattle Public Schools, and community and technical colleges.
- Private schools.
- Preschool providers operating programs less than four hours per day (not licensed by DEL).

These organizations can be for profit, nonprofit, and government-run. The discussion below outlines characteristics of these different types of providers.

### Preschool-Age Providers Licensed or Certified by DEL

The Department of Early Learning (DEL) in Washington State issues child care licenses to child care centers and family child care homes that operate for more than four hours per day. To obtain a license, providers must pass a criminal background check, attend initial and ongoing training, and work with a licenser to ensure that the center or home environment meets and maintains the state's health and safety standards.

- **Child care centers.** Child care centers offer full- or part-time child care in commercial, privately owned, school, or faith-based spaces. Depending on the license, child care center providers may care for children ages one month through 12 years. Generally, children are cared for in groups with similar-aged children, although smaller centers may have mixed-age groups for parts of the day.
- **Family child care homes.** Family child care providers offer full- or part-time child care in the home of the provider. Depending on the license, family home providers may care for up to 12 children through 12 years of age. Children are generally in mixed-age groups within a home-like setting. With the exception of a limit on children under two years old, the provider can take children of any age up to 12. For example, if a provider is licensed for six children, all six children could be 3 or 4 years old or they could have no children that age.

As shown in Exhibit 2 below, most enrollment capacity is provided by the centers. In Seattle, as in King County, family child care homes outnumber child care centers by at least two to one, but centers are usually larger. Between 68% and 76% of preschool-age children that are enrolled in *licensed* programs are cared for in centers; these figures include some Head Start provider agencies.

**Exhibit 2**  
**Estimated Number of Facilities and Enrollment Capacity\* for Child Care Centers and Family Child Care Providers in Seattle**

	Child Care Centers		FCCs		Total
	Number	% of Total	Number	% of Total	
<b>Total Number of Facilities</b>	187	33%	388	67%	<b>575</b>
<b>Total Capacity (# slots)**</b>	11,829	78%	3,358	22%	<b>15,187</b>
<b>Capacity for 3- and 4-Year-Olds (# slots)</b>					
Estimated based on DEL data	3,585	76%	1,129	24%	<b>4,714</b>
Estimated based on CCR data	3,030	68%	1,430	32%	<b>4,460</b>

\* Enrollment capacity = supply of child care, measured in number of slots. A slot is a space for one child in a child care center or family child care home.

\*\* Total capacity is for all ages that providers are licensed for (anywhere between birth and 12 years old).

Source: Department of Early Learning, 2013; Seattle Preschool for All Initiative, Analysis of Preschool Enrollment report, 2014.

## Preschool-Age Providers Not Licensed by DEL

### Government-Operated Programs

If a program is operated by any unit of local, state, or federal government, including school districts and community colleges or an Indian tribe, it is exempt from DEL's licensing requirements. However, any of these public organizations can voluntarily choose to be "certified," meaning that it has been certified as meeting all licensing requirements. In order to receive Working Connections Child Care funding, any child care program must be either licensed or certified. In Seattle, programs operated by the Seattle Public Schools, Seattle Parks Preschool Program, and Head Start programs, among others, are not licensed because they operate for less than four hours per day, or because they do not access state child care subsidies, or both. However, they can choose to become certified at any time they are operating a program for more than four hours per day.

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### *Seattle Public Schools*

While the primary focus of Seattle Public Schools (SPS) is to provide K-12 education, SPS is also involved with providing early education experiences to 3- and 4-year-olds. SPS provides direct services through the following programs:

- **Head Start.** SPS operates classrooms at 10 elementary school sites (for a total of 410 slots). All sites are part-day. Most sites have always been part-day; the few full-day classes, operated by subcontractors, were eliminated because of sequestration cuts.
- **PreK at South Shore PreK-8.** The program serves 4-year-olds who then move to kindergarten in the same school. The teachers are certified staff, are an integral part of the school staff, and stay with a cohort of students from preschool into the primary grades. This program is levy-funded and also receives foundation support. The program's enrollment capacity is 20 children.
- **Developmental preschools.** These schools provide mandated special education services (per Individuals with Disabilities Education Act Part B), and are generally attached to schools. There are currently 17 developmental preschools open half-days four days per week (14 hours/week). The enrollment capacity is 352 children with developmental delays, as well as up to 112 typically developing peers, for a total capacity of 464 children. Some children attend Head Start for three-and-one-half hours and then developmental preschools (transportation between programs is provided by SPS).

Program locations fluctuate depending on demand and space availability; there is no specific dedicated space. Although the goal is to serve children at the school where they will attend kindergarten, there is a tension between capacity for other grades and location of developmental preschools.

In addition, SPS has **alignment agreements with community-based providers** operating preschool programs at approximately 28 elementary school sites, mostly at Title I schools. These providers serve approximately 620 children in a variety of part-time and full-time programs. These programs must be licensed by DEL if they operate for more than four hours per day, because they are operated by non-district organizations. They are included in the figures in Exhibit 1, while others not included in the Exhibit operate less than four hours per day and are unlicensed.

### *City of Seattle Parks Preschool Program*

The City of Seattle Parks Preschool Program serves 2.5- to 5-year-olds through 13 Community Centers. In 2012, 343 children were served through half-day classes. The program is fee-based; however, the City provides facilities and administrative support.

### **Private Schools**

There are approximately 40 private preschools certified by the Office of Superintendent of Public Instruction (OSPI), as part of the private school system. These preschools are typically part of private elementary schools and create a continuum of care for children from early ages through later years.

### **Providers Operating Less than Four Hours per Day**

Programs (public or private) that operate less than four hours per day are exempt from DEL licensing (RCW 43.215.010(2)). There is very limited information about children in preschools that provide care for four hours or less per day. Some programs may be accredited through their particular program approach, such as Montessori or Waldorf.

Child Care Resources (CCR), the King County affiliate of Child Care Aware, a national network of child care resource and referral organizations, maintains a database of center-based providers, family child care centers, and preschool-only providers in King County. Programs that operate less than four hours per day may have business licenses, but do not consistently submit information to CCR.

There are 82 preschools in the CCR database, meaning that these facilities received CCR referrals or had other contact with CCR. This information is voluntarily reported to CCR and likely underestimates the number of unlicensed preschools.

## Publicly Funded Programs

### Early Education Programs: Head Start, ECEAP, and Step Ahead

Three **publicly funded programs** fund early education services for children from low-income families: the federally funded Head Start program, the state-funded Early Childhood Education and Assistance Program (ECEAP), and the City of Seattle-funded Step Ahead program.

These programs provide funding to serve children by contracting with a variety of organizations to provide preschool services. Providers that contract with Head Start, ECEAP, and Step Ahead to provide services to 3- and 4- year-olds are included in one of the provider categories described above.

Collectively, these programs provided funding that served **over 2,000** 3- and 4-year-old children in 2012-13, representing approximately **17% of all 3- and 4-year-old children** (12% of 3-year-olds and 22% of 4-year-olds).

**Exhibit 3**  
**Total Number of Funded Slots and Enrollment in Head Start, ECEAP, and Step Ahead Programs, 2012-13**

	2012-13 Funded Slots	Estimated Enrollment of 3- and 4-Year-Olds			
		3 Year Olds	4 Year Olds	Other Ages	Total
Head Start	1,128	539	759	0	1,298
ECEAP	330	73	290	0	363
Step Ahead*	350	134	256	8	398
<b>Total</b>	<b>1,808</b>	<b>746</b>	<b>1,305</b>	<b>8</b>	<b>2,059</b>

\* Levy-funded slots only

Source: City of Seattle, 2013; Head Start Region X, 2013; BERK, 2013.

Note: Due to the loss of federal funding, the number of funded Head Start slots in Seattle will decrease from 1,128 to 855 in 2013-14 (loss of 273 slots).

Head Start and ECEAP serve the lowest-income children — those at or below 110% of federal poverty level (ECEAP) or below 130% of federal poverty level (Head Start). According to DEL, in Seattle 68% of 4-year-olds from families at or below 110% of federal poverty level (FPL) are currently enrolled in either Head Start or ECEAP. When Step Ahead, which serves children at up to 300% of FPL, is included and 3-year olds are considered, these three programs serve approximately 43% of the estimated number of 3- and 4-year-olds under 300% of FPL (4,800 children).

Thus, a large number of 3- and 4-year-olds who may be at risk for poor academic achievement are currently being served in Head Start, ECEAP, and Step Ahead programs and ***including these programs in PFA efforts will be critical to closing the achievement gap in Seattle.***

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***Head Start***

The federal Head Start program funds comprehensive child development services to children from low-income families. At least 90% of enrolled families must be at or below 130% of federal poverty level (FPL), and a maximum of 35% can be between 100% and 130% of FPL. Children are eligible, when space is available, if they are foster/kinship care or other areas of the child welfare system, homeless, or on a Temporary Assistance for Needy Families (TANF) cash grant. In addition, up to 10% of children can be from families who are above the income limits.

Head Start serves children **ages 3 to 5**. Head Start provides grants to local public agencies and private nonprofit and for-profit entities. In 2012-13, there were five Head Start grantees in Seattle, which together provided funding for 1,128 slots:

- Denise Louie Education Center
- First A.M.E. Child Development Center (FAME CDC)
- Neighborhood House
- Seattle Public Schools (SPS)
- United Indians of All Tribes Foundation

In 2013, FAME CDC and the United Indians of All Tribes Foundation lost federal funding and discontinued their Head Start programs as of June 30, 2013, collectively losing 330 slots. Children's Home Society and Puget Sound Educational Service District gained 57 slots in Seattle. With these changes, the number of funded slots declined to 855 for 2013-14.

***Early Childhood Education and Assistance Program (ECEAP)***

Funded through DEL and the City of Seattle, ECEAP funds free, culturally and linguistically appropriate preschool services for eligible 3- and 4-year-olds. ECEAP families must be at or below 110% of federal poverty level.

During the 2012-13 school year, ECEAP funded 330 allocated slots at eight provider agencies in Seattle:

- José Martí Child Development Center
- Refugee Women's Alliance (ReWA)
- Tiny Tots Development Center
- The Experimental Education Unit (EEU)
- Prospect Enrichment Preschool
- Primm ABC Child Care Center
- The Refugee and Immigrant Family Center (RIFC)
- SeaMar Community Health Center

***City of Seattle Step Ahead Program***

Funded by the City of Seattle's Families and Education Levy, Step Ahead provides free or low-cost, culturally and linguistically appropriate preschool services to eligible children. Step Ahead is open to 3- and 4-year-olds of families earning up to 300% of federal poverty level.

During the 2012-13 school year, the program provided direct funding for 350 preschool slots within nine preschool providers in Seattle (at multiple sites):

- José Martí Child Development Center
- Community Day School Association
- Refugee Women's Alliance (ReWA)
- Sound Child Care Solutions
- Causey's Learning Center
- Denise Louie Education Center

- Chinese Information and Service Center (CISC)
- Neighborhood House
- The New School (South Shore PreK-8)

Step Ahead includes both Levy-funded and match slots. Step Ahead agencies are required to provide a match for every Levy-funded child in order to create “blended” classrooms. Match slots include children whose tuition is paid by other sources, including ECEAP and tuition paid by parents. There were 251 match slots in 2012-13.

### **Programs Providing Child Care Subsidies**

There are two primary child care assistance programs available to low-income families in Seattle: Working Connections Child Care (WCCC) and City of Seattle Child Care Assistance Program (CCAP). These programs typically help families pay for child care so they can be employed. In some cases, these programs pay for additional child care on top of participation in Head Start, ECEAP, or Step Ahead.

#### ***Working Connections Child Care***

The WCCC Program helps low-income families pay for child care expenses for children birth to 12, while parents are working, looking for work, or in an approved training program. This program is funded by state and federal dollars, and is administered jointly by the Department of Early Learning and the Department of Social and Health Services. Eligibility is determined by household income and the number of people in the family, and is available to families earning up to 200% of federal poverty level (FPL). All parents in the program make co-payments, which are determined on a sliding scale. Generally, ECEAP and Head Start families are eligible for the WCCC Program if they meet its work requirements.

#### ***City of Seattle Child Care Assistance Program***

The City of Seattle helps low- and moderate-income working families pay for child care for children ages one month to 13 years. These subsidies are mainly for working families needing full-day child care who have incomes above the WCCC eligibility limit and up to 300% of FPL. Families can choose from more than approximately 135 licensed family child care homes and centers in Seattle.

At the time of enrollment, the family is given a voucher, which authorizes monthly child care payments to the child care home or center that they choose from the list provided. The amount of the payment from the City varies according to the income of the family, age of the child, and hours of care needed. The City typically pays between 25% and 70% of a standardized rate, and the family is responsible for paying the difference between that rate and the provider’s regular monthly rate.

In addition, for families with incomes above the WCCC eligibility limit and whose children attend Step Ahead agencies, the City of Seattle also provides subsidies to help pay for full-day care (Early Learning Network Subsidy).

## 2.3 Including Publicly Funded Early Education Programs in PFA

Providers funded by public programs such as Early Childhood Education and Assistance Program (ECEAP), Head Start, and Step Ahead are good candidates for Preschool for All (PFA), provided they agree to meet PFA standards.

### *Advantages*

- These programs already serve a large percentage of Seattle's at-risk children, giving them expertise in this area.
- Staff in these programs, on average, have higher qualifications (e.g., BA and AA degrees) and have received more professional development than the larger universe of providers.
- Many of these programs are already implementing key quality improvement efforts that may align with PFA requirements/standards. These include participation in Early Achievers (Washington's Quality Rating Improvement System), use of common quality assessment tools such as Environment Rating Scales (ERS) and Classroom Assessment Scoring System (CLASS), and data collection and tracking of individual child assessment data. In fact, the state legislature and Department of Early Learning (DEL) have mandated that all ECEAP programs participate in Early Achievers by the end of 2015. In addition, all three programs have built in professional development components (with trainers, coaches, and other staff) that may be leveraged or integrated into PFA efforts.
- These programs bring significant state and federal resources, which would allow Seattle's PFA program to spend less per child than for children financed entirely by City funds. For example, in Boston, Washington, D.C., and San Francisco, universal preschool programs often pay only \$2,000-\$3,000 per child above the available Head Start funding, to have children receive services for a considerably longer period.
- A key component of Head Start and ECEAP is a well-developed family and parent engagement component. As PFA grows to provide services to at-risk children in more mixed-income settings, these programs can share their expertise and experience in this area to help develop new models for family support that serve all children based on need.
- Including these programs would provide PFA with a strategy to include at-risk children in the program from the beginning, reinforcing the "for all" concept, rather than having to integrate programs later.
- The City of Seattle created the Step Ahead program as a preschool program for at-risk 3- and 4-year-old children. The City funds Step Ahead, sets the program standards and eligibility requirements, and contracts the program to private organizations. With PFA, the City will be creating a preschool program with higher standards, increased dosage, and universal access. If Step Ahead programs also become PFA sites, the City will have created a win-win situation. The Step Ahead program will provide protected eligibility for low-income families, and the City will have a unified approach to its preschool services, rather than running separate programs operating in silos.
- The City of Seattle currently contracts with the state to provide 330 ECEAP slots. Although the City subcontracts these slots to community providers, it is responsible for assuring that program standards and outcomes are achieved and funds are spent properly. The City also provides technical assistance and training for these programs. These are, in every way, the City's ECEAP slots. The City has the authority to mandate that its ECEAP programs become part of Seattle's PFA and that decision would align with current efforts to transform ECEAP into a model that could align with future statewide universal preK (UPK) efforts. Currently DEL is providing opportunities to expand ECEAP, providing new funding to implement new full-day ECEAP services and convert current part-

day ECEAP to full-day models. As with Step Ahead, the ECEAP slots would have protected eligibility for low-income families, but would eliminate duplication, confusion among parents, and siloed services if the City mandated that all its ECEAP programs become part of PFA.

#### ***Potential Disadvantages/Challenges***

- While some of the existing preschool programs for low-income students offer a full-day program, it is usually a model that “wraps” child care around a two-and-one-half to four-hour preschool program. Most existing programs would need to greatly increase hours/dosage to meet PFA requirements.
- Some existing publicly funded providers have been implementing the same model for many years, and may resist change. For most providers, however, additional standards accompanied by an increase in funding to produce better outcomes for children should be an attractive offer.<sup>24</sup>
- Ideally, over time, PFA would serve low-income children in a more mixed-income setting. Changes related to achieving this may prove challenging, especially developing a mixed-income model for comprehensive services.
- Currently, family support services in Head Start and ECEAP are fairly uniform in nature, (applying common staff-to-family ratios, requiring a standard number of home visits, etc.) and are increasingly being seen as less effective than targeted approaches.<sup>25</sup> (DEL is, however, currently in the process of providing more flexibility in the intensity of its family engagement services.) In a mixed-income setting, family engagement may be more effective and efficient using more flexible models.

## **2.4 Options for Delivering Services**

Preschool for All’s (PFA) service delivery model needs to address several important questions. These include:

- *Should services be offered directly by the City or by community-based providers?*
- *If the City chooses providers to deliver direct services, what eligibility requirements should providers be required to meet?*
- *What mechanisms and service units should be used to purchase PFA services from providers?*
- *How can the City assure that providers deliver high-quality, effective services, using evidence-based practices, while documenting and reporting their outcomes data?*

### **Options for Organizational Model**

1. A single entity (e.g., the Seattle School District or the City of Seattle) builds and operates the program. Under this model, initially all of the staff would be employees of the single entity operating the program. However, once the core program is up and running, it could be expanded by contracting some additional classrooms to community-based providers. The public entity running the program would be the organizational center of the entire program.
2. The City builds PFA using a mixed delivery system. All of the teaching staff and other site staff work for a variety of contracting organizations, while the City employs the staff necessary to administer and oversee the program. In addition, some functions might be contracted out to other organizations (e.g., professional development, capacity building, health and family support coordination).

## Options for Provider Eligibility

### *Provider Type*

- Center-based providers (e.g., child care centers, private preschools, Head Start agencies).
- Family child care providers.
- Providers who can operate a minimum number of PFA classrooms.
- Hub organizations, which would subcontract slots to small centers.

Eligible organizations could include nonprofit and for-profit (sole proprietors and corporations) organizations, licensed child care centers and family child care homes, Head Start, Early Childhood Education and Assistance Program (ECEAP), and Step Ahead programs, school districts and educational service districts, community and technical colleges, and local governments, tribes, and tribal organizations. Faith-based organizations could apply provided they understood that no religious instruction or practice would be permitted.

### *Minimum Quality Standards*

1. Licensed/certified. This would allow the greatest number of existing providers to apply by setting the eligibility threshold at the lowest level.
2. Licensed/certified and an Early Achiever participant with a minimum threshold level (e.g., Level 3 with some more stringent classroom assessment score requirements).
3. Eligible only if provider meets all PFA standards (e.g., teacher qualifications, class size, etc.). This minimum standard would assure that all programs meet PFA standards as soon as services commence.

## Options for Contracting/Funding under a Mixed Delivery Model

1. **Issue PFA vouchers to parents.** The City could review applications and then approve providers to be part of PFA, making them eligible to enroll PFA children upon receipt of a voucher. Parents could receive vouchers to use at any PFA-approved provider. The provider would not be guaranteed any specific number of PFA funded children, and might, in fact, serve none.
2. **Contract a certain number of slots to a provider.** The City could use an application and approval process for certifying providers as eligible to provide PFA services, perhaps using a method similar to the one used by the city's Child Care Assistance Program. A provider would need to show how they would meet all PFA program standards, and then be monitored to assure quality. This provider would be guaranteed a set number of PFA slots. This option would appeal to smaller providers.
3. **Contract with providers to operate PFA classrooms.** Contracts could be awarded through an RFP process, similar to the one currently used by the City's Step Ahead program. Provider organizations would articulate how their organization plans to deliver PFA services on a classroom basis to meet program requirements. The City could set a minimum number of classrooms a provider receiving a contract would need to serve.
4. **Fund hubs** using a satellite system subcontracted to smaller child care and preschool providers.
  - a. A community agency could contract with the City to assure the delivery of a large number of PFA slots (e.g., 60 or more). This organization might be a large nonprofit organization, an educational service district, a resource and referral agency, or a community college. The organization, in turn, could subcontract to smaller early learning providers, primarily small child care centers.

- b. The hub organization would be responsible for assuring the delivery of services by its subcontractors. The hub would have the ultimate responsibility for assuring that program standards and contract provisions are met. The hub could also propose a combination of providing some PFA services directly and others by subcontracting.
  - c. Contracts to hub organizations could be awarded for a set period of time (e.g., one to three years), after which another competitive process would occur, or awarded with the presumption that the contractor would continue as a PFA contractor as long as program standards are met.
5. A **combination** of contracting classrooms, contracting slots, and issuing vouchers.
- a. The City could decide what percent of its PFA enrollment to provide through contracts for entire classrooms, what percent by contracting slots, and what percent through vouchers. The Department of Early Learning is moving to implementing this model in its Working Connections Child Care program, in collaboration with its ECEAP program.
  - b. Initially, the City could use all three methods (contracting for classrooms, contracting for slots, and using vouchers), to compare which provided the best outcomes and the highest parent satisfaction. These percentages could be adjusted, based on studying the outcomes achieved in each model, the number of contractors successfully providing PFA in multiple classrooms, and the supply and demand for PFA services in each area of the city.
  - c. Vouchers might be used to provide services only in areas of the city with no contractors operating PFA classrooms.
  - d. Over time, the City might have a larger percent of its services provided through contracts for classrooms, as more organizations develop capacity to successfully provide services through contracts.
  - e. Vouchers could be used if funding for a portion of PFA slots is uncertain for longer than a one- or two-year period, giving the City more flexibility to expand or decrease the number of PFA slots by expanding or decreasing the number of vouchers it issues.

## Options for Provider Selection

1. **Providers are selected using a Request for Qualifications model.** This method is currently used for Step Ahead and ECEAP. In this model, any provider can submit a response to the Request for Qualifications (RFQ) issued by the city. There is one bidder's conference to provide additional information and answer questions, but no pre-screening of applicants. Contracts are awarded to providers whose proposals meet all program requirements and scored the most points. A follow-up visit usually takes place to verify that the information contained in the application is correct. Typically, when the RFQ process is used, the opportunity to apply occurs only when new funding is available for additional classrooms, but it could also be used periodically to re-compete contracts, or when one or more large PFA providers can no longer provide PFA services.
2. **Interested providers go through a multi-step application process.** This system has been used successfully by First 5 San Francisco's Preschool for All initiative. It is designed to help providers decide if they are interested in applying and uses pre-screening to avoid unnecessary work on the part of providers or the funding agency. There could be multiple opportunities for the provider to meet the necessary requirements to participate. The process could entail:
  - a. Provider obtains a list of PFA baseline criteria, which outline PFA requirements.
  - b. An "intent-to-apply" phone conversation takes place to screen applications to make sure baseline criteria are met and that the provider understands the PFA standards and process.

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- c. An informal pre-application site visit occurs to determine eligibility.
- d. Provider submits a written application to provide PFA services.
- e. A formal site visit is scheduled to observe whether PFA criteria are met, and obtain further documentation to support the application.
- f. PFA staff makes a recommendation to their Director and Board.

## **2.5 Recommendations for Delivery Model**

### **Organizational Model**

**We recommend that the City build and manage PFA using a mixed delivery system.** It is important to note that while a mixed delivery system is likely to produce a large number of applications to provide PFA services, it is likely that there will be relatively few providers who can initially meet PFA standards because they have not had the resources, space, or staff to build capacity. Significant capacity building, including organizational, professional, and facilities capacity, will be needed (See *Section 4.0 Timeline, Phase-in, and Capacity Building.*)

### **Provider Eligibility**

We recommend that the City contracts with providers who meet the following requirements:

- Public, nonprofit, or private organization (sole proprietor or corporation).
- If in a center-based setting, can operate at least two preschool classrooms, with preference given to larger centers to reduce administrative costs.
- Licensed or certified by the Department of Early Learning (DEL). Although programs operated by a public agency are not required to be licensed, they can voluntarily ask to be certified, which entails meeting all licensing requirements. We recommend that any public agency wishing to participate in PFA be required to successfully complete this certification process.
- At an Early Achievers minimum threshold of Level 3.
- Meeting minimum thresholds on Early Childhood Environment Rating Scale-Revised (ECERS-R) and Classroom Assessment Scoring System (CLASS):
  - Priority should be given to those centers that have ECERS-R score that exceeds 4.0, CLASS Emotional Support (ES) score that exceeds 5.8, CLASS Classroom Organization (CO) score that exceeds 5.8, and a CLASS Instructional Support (IS) score that exceeds 2.8.

These cut-offs are based on minimal standards that have some likelihood of achieving the desired outcomes and from which to build the level of quality required. The national Head Start averages for CLASS in 2013 were as follows: combined score for ES/CO domains 5.84 and for IS 2.78. Given that Head Start has been found to have only small impacts on child outcomes it seems reasonable to set entry level minimum scores at the Head Start average with supports in place to dramatically improve quality.

- Providers that are at Early Achievers Level 3, but do not meet the above thresholds on ECERS-R and CLASS, could be admitted to the program, but will need to undergo extensive coaching and should be expected to meet these levels **within two years** of becoming a PFA provider. This modification in the early years of PFA roll out recognizes that the Early Achievers program is currently in early implementation and statewide increases in quality will take time.

- **After five years as a PFA provider**, the ratings on these instruments should meet the more stringent score cut-off of 5.0 on ECERS-R, 6.0 on CLASS ES, 6.0 on CLASS CO, and 4.5 on CLASS IS.

*Note: Some external reviewers expressed concern that these targets might be too high in the Instructional Support domain. We recommend them because scores lower than this cut-off have not been found to be predictive of child outcome. These cut-offs should be re-evaluated as PFA ramps up and potentially adjusted based on the data.*

See *Attachment A* for more information on ECERS-R and CLASS.

- Providers do not have to be located within the City of Seattle limits, as long as the entire PFA classroom serves children that are Seattle residents.

As mentioned above, there will be a significant capacity building period, during which some of these requirements may be modified. See *Section 4.1 Phasing and Plan Alternatives* for details.

### ***Engaging Current High-Quality Providers through a Waiver Process***

As mentioned in *Section 1.6 Plan Implementation*, we recommend that while the City should develop clear and specific regulations for all standards of quality, there should also be a **waiver process** whereby potential providers, current providers, parents, and other stakeholders can propose different but equally rigorous avenues for meeting standards or provide evidence of equally effective methods.

According to participants in the workgroups, there are a number of early education providers in Seattle considered by the community to be high quality. If these providers are willing to be held to achieving high standards for practice and child progress, the City could work with them to become PFA providers, but allowing them to continue using their methods that have worked for them to date (e.g., curricula models and approaches, professional development practices, etc.). These providers could even become a hub or center for others who want to follow the same path. For example, some providers developed their own models of professional development and are willing to share them with others; regardless of specific curriculum, they could have something to offer any Early Childhood Education (ECE) program by helping them develop values-based practices and protocols.

However, the question of who determines that a program is “high quality” is difficult: *Who conducts and pays for the assessments of children and classrooms? Would the city train and hire objective observers over and above the ones already needed for ramp-up? How would selection bias in the children served in any given classroom be controlled for in the research design? How would targets be set? Who would conduct the child assessments and analysis to ensure there is no bias? How would that be paid for? We can find no feasible answer to these questions when the City must be accountable to the taxpayers.*

We recommend that the City works out the details of the waiver process during implementation planning, engaging local early education providers in developing this process.

### ***Family Child Care Provider Pilot Project***

In addition to recommendations above, we suggest that the City partner or contract with an academic or research institution to conduct a pilot study of family child care (FCC) providers. The object of the pilot would be to determine if FCC settings that meet all relevant PFA standards (e.g., teacher qualifications, curriculum) and are provided resources (funding, coaching, technical assistance, etc.) comparable to center-based PFA sites result in the same program quality and child outcomes.

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The details of the study should be designed by the researchers, but we initially recommend the following:

- FCC providers could be included in PFA as early as 2015-16 school year, provided they meet the PFA standards. However, we recommend that the pilot starts concurrently with the larger Outcomes Evaluation in 2018, in order to take advantage of the data collected on children and classrooms for that study as a comparison group.
- 20 FCCs serving a minimum of 10 3- and 4-year-olds each should be included in the study and they should be clustered with two to four hub center-based programs. The hub center-based programs should serve at least 200 children to serve as a randomized control group.
- Families who apply for this program must agree to have their child randomly assigned to either a FCC or a center-based classroom. Given the still-limited number of slots assumed in the PFA ramp-up this should not be difficult.
- Instrumentation:
  - Child outcomes should be measured pre and post during the preschool years in the fall and spring using the same assessment battery as the larger Outcomes Evaluation, and children will be followed into school as part of the larger cohort. (See *Section 6.3 External Evaluation at Program Level* for more information.)
  - Program quality should be measured using the CLASS and Family Day Care Environment Rating Scale (FDCERS) as well as the curriculum model fidelity tool.

Estimates for the costs of evaluation can be found in *Section 7.3 Cost Estimate Assumptions*.

### Contracting/Funding Mechanism

We recommend that the City should contract classrooms to center-based programs, either directly or by including them in PFA under the oversight of a hub organization.

- **Contract directly with organizations that could operate two or more PFA classrooms.** These organizations could be nonprofit, public agency, sole proprietor, or corporation, and their services would be offered in a center-based setting. Two classrooms would be the minimum threshold for a PFA contract, with preference given to providers who could operate four or more classrooms. These organizations would be responsible for providing facilities, coaching teachers as part of their supervision, and providing all PFA services including family engagement and liaising with agencies providing health and family referrals in accordance with PFA requirements. Contracts should initially be for a one-year period. If the provider carries out PFA satisfactorily in accordance with its contract, the City could renew the contract for a three year period. The advantage of longer-term contracts is not only to reduce the contract-management load on the City, but to provide the kind of stable funding providers need to secure facility improvements and expansion loans.
- **Contract PFA classrooms to hub organizations who would subcontract them to small child care centers and preschools.** This model can allow small center-based preschools and child care centers to participate in PFA. The hub organization could be a larger agency that provides a variety of services, a Head Start or Early Childhood Education and Assistance Program (ECEAP) provider, a resource or referral organization, community college, or educational service district. The center would hire and supervise the teachers, while the hub organization would provide the support for professional development, coaching, family engagement, and referral services. The hub organization would bear final responsibility for meeting the terms of its contract with the City, and could take on and terminate providers in its PFA program as needed. The hub organization could receive a

contract for two years, after which its contract could be renewed at the City's discretion for another three years.

- **Reimburse providers based on line-item budgets.** Initially, the City should reimburse providers on a line-item budget, providing only enough funding to bring their classrooms up to PFA standards. Once overall costs in different models become clear, the City should consider moving to a cost-per-child funding model, with several rates, varying primarily according to whether the City is paying the entire cost of the services, or adding funding on top of existing public funding.

## Recommendations for Provider Selection Process

- For the initial round of PFA awards, we recommend using the Request for Qualifications (RFQ) process.
- For subsequent awards, we recommend a multi-step application process, described in the *Options for Provider Selection* above.
- After both methods have been used for a period of time, the City should assess the success of each model and decide on the best approach.

## Recommendations for Including Publicly Funded Programs in PFA

- We recommend that all publicly funded early learning programs be encouraged to participate in PFA. For programs such as Head Start and child care programs receiving Working Connections Child Care, PFA provides an opportunity to bring substantial new public funding to improve the quality and dosage of their services. For most of these programs, getting such stable new funding to enhance their programs should be an appealing proposition.
- We recommend that the City's Step Ahead and ECEAP programs be required to become part of PFA within two years of the program's start, providing that facilities exist for this purpose. We recommend that the City provide PFA resources that allow these programs to meet quality and staff qualification standards, allowing sufficient time to reach PFA standards.

## 2.6 Rationale for Recommendations on Delivery Model

### Organizational Model

The Seattle Public Schools has indicated its desire to be involved and aligned with Preschool for All (PFA), but does not currently have the capacity to operate or house the program. This is primarily due to increasing enrollment expected in the next decade. The City of Seattle also does not have the capacity to directly operate the program staffed by city employees, as is done by the City of San Antonio. In addition, it makes sense for Seattle to leverage the many center-based programs currently operating in the city. Seattle is charting new territory, since most existing city preschool programs have either their school district or the city itself operating at least a significant part of their universal preschool programs, providing models for high-quality services, training activities, and the stabilizing hub for the preschool program.

### Provider Eligibility

#### *Why do we recommend providers should be licensed?*

Child care licensing is considered the foundation for quality in Early Achievers (Level 1) and requires providers to meet basic health and safety and professional development standards. Washington's licensing standards are considered very good, compared to other states in the U.S. — ranking third in

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the nation for child care centers and second for family child care homes.<sup>26</sup> PFA programs would likely need to be licensed or certified because they will operate more than four hours per day, and this can provide a base level of quality for potential PFA providers. In addition, if PFA seeks to access any state funding available to defray the cost of PFA, all programs must be licensed or certified to access Working Child Care Connections (WCCC) funding.

### *Why do we recommend aligning with Early Achievers?*

Providers that are participating in Early Achievers voluntarily commit to meet increasing levels of quality, beyond licensing requirements. Early Achievers providers receive support and resources to meet standards that are designed to promote research-based quality practices. The higher-quality levels (Levels 3 to 5) rely heavily on assessment of high-quality environments and adult-child interactions as measured by the Environment Rating Scale (ERS) and Classroom Assessment Scoring System (CLASS) tools (55% of total Early Achievers rating points). In addition, Early Achievers quality includes meeting standards in child outcomes (child screening, assessment, and individualizing), curriculum and staff supports, family engagement, and professional development. Programs participating in Early Achievers have a common understanding about quality and are actively engaged in improvement efforts. Thus, Early Achievers may provide a pool of programs that are good candidates for providing PFA services.

So far, in the first round of Early Achievers as of March 21, 2014, Seattle had 17 centers with Level 3 ratings, four providers at Level 4, and one at Level 5, according to the Department of Early Learning (DEL). As of 2013, 44 facilities in Seattle have requested a rating and 235 were registered in Early Achievers, but were not yet ready to rate.

Reasons to align with Early Achievers include:

- **Early Achievers provides a state-funded “on-ramp” for programs to receive support for quality.** Programs that participate in Early Achievers adopt a statewide quality framework that supports PFA goals. By aligning with Early Achievers, the City of Seattle can access and leverage state resources to receive training, technical assistance, and rating readiness consultation (Level 2), be evaluated (ratings) by an objective, reliable external resource (University of Washington), and receive Early Achievers quality awards and coaching resources for ongoing quality improvement (Levels 3 to 5). Early Achievers can serve as the foundation for quality, enabling the City of Seattle to focus resources on helping programs meet PFA’s specific quality milestones.
- **Washington State is using Early Achievers to align preschool efforts.** Washington’s state-funded preschool program for low income children, Early Childhood Education and Assistance Program (ECEAP), is in the process of aligning its program model with Early Achievers. The state is also working to standardize licensing and adopt a universally available state preschool model. As part of these efforts, all ECEAP programs are in the process of enrolling in Early Achievers and adopting Environment Rating Scale (ERS) and CLASS. ECEAP is also in the middle of a multi-year expansion plan which will expand services to all low-income children by 2018 and expand full-day options (ECEAP is currently part-day). These state-funded efforts can be leveraged to help City of Seattle ECEAP programs meet PFA standards, at lower potential cost to the City. Accessing and integrating Early Achievers and ECEAP expansion into plans, should ensure that a large number of the city’s low-income children will be included in and benefit from PFA.

### *Why do we recommend testing the use of family child care through a pilot project?*

We do not know of research indicating strong outcomes for a preschool program using the family child care (FCC) model. However, this model is preferred by some families, and often makes it possible for a child to have a provider from their own culture. It may be the best way to reach areas of the city without

a center-based PFA provider. A pilot project could tell us more about the model's effectiveness, and if successful, expand the pool of potential PFA providers.

We also think the pilot is worthwhile because there is some indication that FCC can meet rigorous program standards. Puget Sound Educational Service District provides full-day services to about 35 Head Start children (birth to age five) in a family child care setting using the hub model. As stated earlier, results in its family child care Head Start model are as strong as those in traditional Head Start classes. In Los Angeles and other locations, family child care is used to deliver Early Head Start services serving infants and toddlers.<sup>27</sup>

## Contracting/Funding Mechanism

### *Why do we recommend contracting on a classroom basis?*

Contracting PFA funding on a classroom basis has a number of advantages.

- There is research indicating that strong outcomes are achieved when all the children in a classroom are enrolled in a universal preschool program. We do not know of research for slot- or voucher-based systems in which only a few children enrolled in universal preschool are in a classroom.
- Contracting for entire classrooms is more cost-effective because staff training and coaching, quality control, and program assessment are required in fewer settings. This is especially true if four or more classrooms are contracted to individual providers.
- It is unclear whether operating at PFA standards, if only some of the children are funded through PFA, is even feasible given the higher cost per child that meeting the high-quality standards will require. How would the site meet the quality standards if some children do not generate the same level of funding?

In the existing universal preschool programs we reviewed (Boston, New Jersey, Washington, D.C., and San Francisco) the funding source funded or contracted for classrooms, not slots. The leaders of these programs all felt strongly that this is most likely to lead to strong outcomes. In Seattle, as in these cities, all children in these classrooms would be PFA-enrolled children.

### *Why do we recommend hubs?*

We recommend using hubs because they draw on the strengths of smaller child care centers and preschools, while providing the functions a small center may not have the capacity to supply. The hub is able to supply organizational and fiscal capacity, and staff development and collaboration with community agencies, while the center, if qualified, can provide a high-quality PFA classroom. We think including small centers should allow PFA to ramp up in a timely manner.

Hubs also provide opportunities to draw on the existing capacity and experience of current preschool providers, including Head Start, ECEAP, and Step Ahead. These programs have a lot of family support, parent engagement, and health services that could be broadened to serve more children, using a hub model. Head Start, ECEAP, and Step Ahead also have extensive experience and expertise serving low income and at-risk populations. Skills and resources for working with immigrant populations, and dual language learning supports, for example, could be shared between programs in a hub model.

### *Why do we recommend reimbursing providers based on line-item budgets?*

It is reasonable to expect that in the first several years of PFA's ramp-up, many of the children in the PFA classrooms are likely to be supported by varying amounts of existing public funding. For example, a Head Start or ECEAP program will continue to draw down federal and state funding even after their program becomes part of PFA. However, this funding will vary from provider to provider, as will the cost

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of being a PFA provider. Given this, the City will initially want to reimburse these providers on a line-item budget, providing only enough funding to bring their classrooms up to PFA standards. Once PFA has operated for several years, the cost and revenue data and trends are likely to stabilize sufficiently to allow PFA to fund programs based on a per-classroom rate, with adjustments as needed.

For example, a Head Start provider serving 180 children in nine classrooms with 20 children in each will need to be given funding to cover the cost of one entirely new classroom, to get their configuration down to 18 children per class (i.e., 10 classrooms of 18 children). But a Head Start program already meeting the class size of 18 children will not need such funding; however, this program may need to increase salaries to meet the new salary demands for more highly qualified teachers. The same dynamic may exist for other salary levels or non-personnel costs, such as rent. For this reason, the City should initially use its resources most effectively by using a line-item budget for each provider, leading to a unique PFA cost per classroom for each provider, rather than giving each provider the same funding per classroom regardless of each provider's need for additional PFA funding.

### **Selection of PFA Providers**

When PFA is launched, it is likely that several large providers will be ready to offer PFA services. This will also be the first time the City awards PFA contracts, so its process for reviewing applications should be refined as the initiative unfolds. For this reason, it makes sense to launch the program using the Request for Qualifications (RFQ) process allowing the City to see what responses it gets using this process. Over time, using the multi-step application process has a number of advantages, including:

- It allows the process to operate continuously rather than once a year, which should allow the program to grow at a steady rate.
- It is a way to provide multiple opportunities for the City to screen out applicants who are not yet close to qualifying for PFA, hopefully referring them to opportunities to become more qualified. This is a benefit to the providers as well, saving them the work of completing an elaborate proposal.
- It is a more supportive way for smaller providers to be considered as PFA providers. They have multiple opportunities (e.g., the initial phone call, the informal site visit) to understand the requirements to be a PFA provider, and what they would need to do to meet them.

### **Including Publicly Funded Programs in PFA**

- For programs like Head Start and child care centers receiving Working Connections Child Care, PFA provides an opportunity to bring substantial new public funding to improve the quality and dosage of their services. For most of these programs, getting stable new funding to enhance their programs should be an appealing proposition. It also will greatly assist the city in building a unified early learning system that eliminates duplication and silo funding, and is easier for parents to understand.
- For the City's Step Ahead and ECEAP programs, gaining additional funding to add hours, raise program standards, and pay higher salaries to attract and retain staff should also be an appealing proposition. Because the City created and funds Step Ahead, and now will do so for PFA, this is the opportunity for the City to have one, unified preschool program under the PFA banner, while still providing protected eligibility for low-income families to services provided by Step Ahead and ECEAP. This is also an opportunity for the City to greatly enhance the quality and dosage of these existing programs, and increase the likelihood for mixed-income classrooms. Finally, a parent looking for preschool should not have to navigate through a maze of autonomous programs, all funded through the City, each with their own rules and standards. Even though programs operating with ECEAP or Step Ahead funding may have some additional options for parents, all should operate as part of Preschool for All.

## 2.7 Impact on Existing Providers

Three recent studies help shed light on the possible impacts of expanding publicly funded preschool programs, and whether state preschools “crowd-out” existing providers. Two studied the effects on the child care market in Georgia and Oklahoma, following the advent of state-funded universal preschool programs. A study funded by the Institute of Education Sciences found that there was, in fact, an increase in the amount of formal childcare in both states.<sup>28</sup> A study presented at Economic Studies at Brookings Institute found that while universal preschool increased the likelihood of preschool enrollment for lower-income children, it shifted higher-income families from private to public care.<sup>29</sup> While these findings may seem to conflict, a descriptive study of national trends in child care highlights that they may be congruent.<sup>30</sup> That report finds children under age 3 in recent years have been increasingly enrolled in center-based care. Universal preschool in Georgia and Oklahoma accordingly may have shifted more 4-year-olds into public preschool, which then created room for younger children in center-based programs.

These studies provide some hint of possible consequences of the expansion of universal preschool that begins at age 3, although these consequences are likely to vary widely in different cities and states. In Seattle, it appears that few children will move into PFA services operated in schools, and are more likely to be served in child care centers in a mixed delivery system.

If PFA relies exclusively on a mixed delivery system to expand its services, there is a danger that publicly funded services for 3- and 4-year-olds may decrease the availability of services for infants and toddlers. Providing care for children from birth to 3 is significantly more expensive than preschool care, primarily because the teacher-child ratio is so much higher. Many providers state that they provide care for infants and toddlers at a loss, and make up for it with their preschool services. It is possible that such providers will cut back on their birth to 3 services to make more room for publicly funded preschool services. In order to avoid this unintended consequence, the city could require that a provider applying to operate PFA classrooms agree not to decrease the number of classrooms it is currently operating for infants and toddlers.

Measuring the impact of PFA on existing providers is also complex because the overall demand for some forms of child care appears to have decreased in some Washington communities in the past several years, even while shortages in other areas continue to exist. In line with this trend, utilization of the Working Connection Child Care subsidies, and the City of Seattle’s Child Care Assistance Program has decreased somewhat, to the point that neither program currently has a waiting list. A number of theories for this decrease in demand have been put forward, including: the economic downturn of the past six years, the difficulty of qualifying for subsidies, changing parental preferences for care (e.g., more households with a parent at home, increased use of informal care providers) and a mismatch of the type of care needed to the type being offered. To date there is no quality research on which of these factors plays an important role.

For programs currently serving low-income children, PFA provides the opportunity to enhance these programs with more dosage, integrated professional development, and opportunities to expand/migrate to mixed-income programs. These opportunities can strengthen and increase resources for programs, and increase their ability to provide high-quality services to more children. Providing funding to a provider to enhance and expand their services will be a powerful boost to their financial success. However, some programs may find these changes challenging, as integrating the existing programs with a new effort can often be overwhelming.<sup>31</sup>

**RECOMMENDATIONS FOR SEATTLE'S  
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For the field as a whole, the impact of providing universal preschool services should be positive. Most importantly, children who are not receiving preK services because they are currently at home will be able to attend preschool without enormous family financial sacrifice. Providers who already qualify, or are willing to receive additional training and assistance improving their program, should on average benefit from the program. Providers who choose not to participate in PFA can serve children whose parents feel that other programs have the unique attributes they seek.

## 3.0 PROGRAMMATIC FEATURES

### 3.1 Student Eligibility

#### Overview

##### *Key Findings*

- Overwhelming research to support the benefits of high-quality preK.
- Majority of research has been focused on low-income children.
- Some evidence to support that all children benefit from high-quality preK.
- Rationale for Preschool *for All*:
  - Children learn better in mixed-income groups.
  - Means testing is costly and imprecise.
  - Majority of school failure and special education is in the middle class.
  - Quality of care for most children regardless of income is mediocre to poor.

##### *Who benefits from preschool?*

Much of the research on the benefits of preschool education has focused on improving learning and development for economically disadvantaged children. Concerns about achievement gaps, which can be measured before children turn one, amply justify this focus.<sup>32</sup> Preschool programs for 3- and 4-year-olds have been found to greatly improve achievement, decrease grade repetition and special education enrollment, increase educational attainment, decrease delinquency and crime, decrease risky behaviors such as teen pregnancy and smoking, and increase adult earnings.<sup>33</sup>

Some children that are not economically disadvantaged may benefit more than others from access to good preschool programs. The preschool years are critical for language development; the brain actually prunes away the capacity for native speaker fluency if young children are not exposed to the sounds of the languages we wish them to learn.<sup>34</sup> This is an obvious concern for children growing up in homes where English is not the first language, but it is also a concern for native English speakers. The United States has a poor track record in foreign-language proficiency that could be improved by early and sustained exposure. In addition, identification and remediation of special needs, including hearing and visual impairments, as well as a variety of learning disabilities, can be greatly facilitated if 3- and 4-year-old children attend preK.

##### *Should we focus on the most at-risk children?*

While some might be tempted to focus on the most at-risk children to limit the cost of a public preK program, there are a number of reasons why this is not the best public policy. First, the problems of low achievement and high failure rates affect all children. Children from middle-income families have about a one in ten chance of failing a grade and a similarly high chance of failing to graduate high school. Unfortunately, middle-income families do not have good access to quality preschool programs that could prevent school failure and other problems. Just 36% of the classrooms and 11% of the family day care homes serving non- low-income children were found to be good or better in a national study in which quality was rated by independent observers.<sup>35</sup>

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

Second, affordability is not only a challenge for low income parents. While many low income parents can qualify for subsidies offered through the federal Head Start program, the state Early Childhood Education and Assistance Program (ECEAP), and the City of Seattle's Step Ahead program, families with incomes that don't qualify may struggle to pay for preK. Even children of the most-advantaged parents (those with graduate-level educations and incomes in the top 20%) are in high-quality early care and education at age four less than half the time. Yet, quality is the key to effectiveness, making it imperative that quality standards are not sacrificed in order to expand access.<sup>36</sup>

### Local Context

#### *What are the standards for existing publicly funded programs?*

The three publicly funded early education programs (Head Start, Early Childhood Education and Assistance Program (ECEAP), and Step Ahead) operating in the City of Seattle provide services to children from the neediest families in terms of income. All programs provide free services to support eligible children and their families.

**Head Start, ECEAP, and Step Ahead** all serve children who are 3 and 4 years old by August 31.

- For **Head Start**, eligible children are homeless, in foster/kinship care or other areas of the child welfare system, receiving public assistance (Temporary Assistance for Needy Families (TANF) or Social Security), or from a family with incomes at or below 100% of federal poverty level (FPL).

Programs may serve up to 35% of children from families with incomes between 100%-130% of FPL if the other eligible children have been recruited and enrolled. Programs may serve 10% of children from families with incomes above the income limits. 10% or more of the total number of children enrolled must be children with an identified disability.

Each program develops the selection criteria to use in choosing which families will be enrolled in any given program year. Programs must consider the income of the eligible family, the age of the child, homelessness, identified disabilities, and environmental or family risk factors.

- For **ECEAP**, children are eligible if they are from families with incomes at or below 110% of FPL, if they qualify for school district special education services, or have developmental or environmental risk factors that could affect their school success. The Department of Early Learning (DEL) establishes a limit to the percentage of over-income children without an Individualized Education Plan (IEP) enrolled by each contractor annually, so that at least 90% of enrolled families statewide qualify by income or IEP.

ECEAP prioritizes enrollment of children who are 4 years old by August 31 of the school year; are in foster/kinship care or other areas of the child welfare system; are homeless, as defined by the federal McKinney-Vento Act; are from families with the lowest incomes; or have multiple risk factors.

- For **Step Ahead**, eligible children include those from families with incomes ranging from 110% – 300% of FPL living in the attendance area of a Title I and/or low-performing elementary school.

Step Ahead prioritizes children who are from low-income families; have parents who are immigrants or refugees; are English Language Learners; are not currently in preschool, but are in the care of family members, friends, or neighbors and who would benefit from a preK program; are in foster/kinship care or other areas of the child welfare system; are homeless; have special needs; or are children of color.

## Options

In pursuing the goal of offering all 3- and 4-year-olds access to a quality preschool education, decisions may need to be made about whom to serve first. It is likely, that at least to start, there may not be sufficient space available for all children whose parents wish to enroll them. The options for determining Preschool for All (PFA) student eligibility include:

1. **Make PFA available to all 3- and 4-year-olds.** If demand exceeds supply, use a preschool assignment process, open to all students with no income restrictions. This has the advantage of transparency and could increase public support since all children regardless of income would have an opportunity to be included. Head Start or other means-tested programs would be exempt from this process. The following further options are possible:
  - a. Preschool assignment process that could be open to all children regardless of location within the City of Seattle or family income.
  - b. Stratified preschool assignment process by income, where one of the preferences is income level, which could ensure that a certain percentage of children from each income bracket are included. For the income bracket that corresponds with Head Start, ECEAP, and Step Ahead eligibility, the pool should start with any children waitlisted for those programs.

By June 1, if the available classrooms are not filled, the City could begin filling from the PFA waitlist regardless of income bracket.
2. **Serve 4-year-olds first and then expand to serve 3-year-olds.** This would ensure that more children have the opportunity for at least one year of the program. However, such an approach limits opportunities for mixed-age classrooms. In addition, many families will still need care for their 3-year-olds, but providers will have a disincentive to serve them. This option could likely facilitate district-wide reforms in kindergarten and the early grades to accommodate entire classes in which fewer children are poorly prepared and the average level of knowledge and skills is higher.
3. **Serve low-income children first and then expand to all incomes.** Such an approach could favor families in the midst of one particularly bad year economically or provide an incentive to families to misrepresent their financial status. Limiting PFA to the low-income children could produce a cohort that is geographically dispersed and parents may be unwilling to transport their children long distances to programs outside their neighborhood, creating logistical challenges. See the *Rationale* section below for more information on why it is more beneficial to serve mixed income families.

With all of the above options, it is important to recognize that many parents prefer programs in their communities with minimal travel time for their children.

## Recommendations

### *At the Full Program Roll-Out*

All children residing in the City of Seattle that turn 3 or 4 years old as of August 31 should be eligible to attend Preschool for All programs.

### *During Program Phase-In Period*

The approach to assigning available spaces should be designed to limit disruption to families and communities and facilitate the fastest, most efficient expansion of a high-quality system.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

- We recommend that priority for existing spaces should be given to:
  - Children (4 years old and under) who are already enrolled at a qualified center, which became a PFA site.
  - Head Start, ECEAP, Step Ahead, and other programs that serve special populations and meet PFA standards.
- If demand exceeds the supply of spaces in PFA classrooms, we recommend a preschool assignment process open to all children regardless of location within the City of Seattle or family income.
  - Student selection should be random, but certain factors should take priority when determining a child's enrollment:
    - **Sibling preference.** This system should give preference to children with siblings already in one of the preschools.
    - **Geographic preference.** Office for Education (OFE) should divide the city into geographic zones to facilitate parent choice about the area of the city they would like their child to attend preschool in. On the enrollment application, parents should be asked to select first, second, and third area choices.
  - In addition, to balance the number of 3- and 4-year-olds in PFA classrooms, age should be one of the determining factors during the preschool assignment process. Three-year-olds that receive spaces in PFA should be prioritized to receive spaces in preK the following year, when they turn 4 years old.
  - To ensure that low income and immigrant families are aware of available high-quality preK services and are able to access them easily, Community Outreach staff and Human Service Coordinators at OFE should do extensive, concerted outreach to at-risk communities and provide help navigating the enrollment process. Many strategies can be utilized, including widespread public service campaigns, coordination with social services agencies, and peer-to-peer outreach, among others.

## Rationale

### *Rationale for Serving Mixed Incomes*

**High-quality preschool benefits all children.** Studies in the United States and abroad (where universal programs have a longer history) tend to find that preschool education has larger benefits for low-income children, but that high-quality programs still have substantive benefits for other children.<sup>37</sup> Rigorous studies of universal preschool in Oklahoma and elsewhere find substantial effects that are not dramatically smaller for higher-income children.<sup>38</sup> Given the benefits of high-quality preK for all children and the availability of targeted programs through Head Start, ECEAP, and Step Ahead, the recommendations do not target the most economically disadvantaged children first.

**Quality matters and produces positive impacts into elementary school.** Studies from outside the United States suggest that quality differences can explain why some programs produce positive effects for children in higher-income families and others do not.<sup>39</sup> Children who are not low income are unlikely to benefit from mediocre public programs. In any case, several studies find substantial preschool education effects for children from all economic strata.<sup>40</sup>

One of the studies most relevant to the debate regarding the effects of universal preschool is a randomized trial of preschool education in which all of the children were relatively advantaged.<sup>41</sup> The average IQ of the roughly 200 children at study entry was at the 97<sup>th</sup> percentile. Like the Perry Preschool

Program, this was a true experiment with follow-up, though the follow-up only went through the first few grades of elementary school. Nevertheless, the study found that positive effects on achievement continued into the school years with very large effects for boys found in the 2<sup>nd</sup> and 3<sup>rd</sup> grades.<sup>42</sup>

**Classrooms with children from a mix of incomes have benefits for all children.** Research on two types of peer effects provides further evidence that universal preschool can produce larger gains for low-income children than means-tested programs. First, low-income children benefit from attending preschool programs with more advantaged children. Research in the United States, the United Kingdom, and New Zealand has found larger gains for economically disadvantaged children when programs contained more children from middle-income families.<sup>43</sup> Second, there are substantial spillover benefits to learning in kindergarten through 3<sup>rd</sup> grade when children have more classmates who have attended preK, indicating that estimates of individual effects of program participation substantially underestimate the impacts of universal preschool on achievement.<sup>44</sup> There are likely unmeasured social and cultural benefits for all children regardless of income from participating in an income-diverse classroom, and studies have shown that there are clearly academic benefits for all.

### *Rationale for Serving 3- and 4-Year-Olds*

The City Council resolution states: high-quality preschool for all 4-year-olds in Seattle as the first phase, and a second phase of providing high-quality preschool to all 3-year-olds. However, we are recommending serving 3- and 4-year-olds, because:

- **When it comes to educational outcomes, two years of preschool are more effective than one year.** New Jersey's preschool program closed more than 50% of children's achievement gap after one year, versus 18% for the "no preK group." Two years of participation roughly doubled the gain at 2<sup>nd</sup> grade on most measures.<sup>45</sup> By 5<sup>th</sup> grade the advantage of two years of high-quality preK over one year continued on all measures.<sup>46</sup>
- **There are educational advantages to serving 3- and 4-year-olds in mixed-age classrooms.** Most of the recommended curriculum models are designed for mixed-age classrooms. The reason for this is that children learn from each other and 3- and 4-year-olds benefit socially and cognitively when they "teach" other children.<sup>47</sup> In addition, inclusion of children who are less skilled developmentally for different reasons (disabilities, second language acquisition, etc.) is facilitated when the developmental range of their peers is wider and closer to their own level. In our experience, there is no danger that the same curriculum will be repeated when children are four because skills and concepts are taught and experienced at a deeper level in the second year. Indeed, learning is enhanced by revisiting concepts at a higher level that could not be fully grasped by the 3-year-olds.
- **Serving only 4-year-olds during the start-up period would likely have unintended negative consequences and reduce access for 3-year-olds to child care.** In the initial years of PFA, adequate space to serve all children may not be available. The funding associated with PFA is likely to be more per child than any other funding source, except perhaps tuition paid by relatively high-income parents. This creates an incentive for programs to convert all classrooms to 4-year-olds only, reducing services dramatically for 3-year-olds. This would not be in the best interest of the City.
- **Programs that are serving 3- and 4-year-olds typically do not have age-segregated classrooms because this would force enrollment to happen at the beginning of the school year and make rolling enrollment difficult.** If enrollment had to happen at the beginning of the school year, each site would have to have exactly the right number of 3-year-olds and 4-year-olds to fill each classroom, which is rarely the case. If a 4-year-old were to leave the program and she was served in a 4-year-old only classroom, and the next child on the waiting list is 3-years-old, that child would not be able to fill that vacancy.

### ***Rationale for the Preschool Assignment Process***

- The advantage of a preschool assignment process is that it gives every family in the city a chance at enrolling in PFA, so that the community feels like this is a program for the entire city. This should also make it more likely that there would be support by voters for the program. The disadvantage of a preschool assignment process is that it can limit the ability to target vacancies to the most at-risk children. However, it is important to keep in mind that over 1,800 preschool slots in the Head Start, ECEAP, and Step Ahead programs are reserved for children from low-income families, and therefore would not be subject to a preschool assignment process.
- If a preschool assignment process is necessary because demand for remaining spaces in PFA classrooms exceeds the supply, it would likely be important for the City's outreach staff in various departments, and in particular OFE's Human Services Coordinators, to do intensive outreach in communities with higher concentrations of families with low incomes. It should be a high priority to make sure these families have received the knowledge and skills to maximize their child's chances of being eligible for the program and any preschool assignment process that takes place. This outreach and skills building can also be supplemented by the efforts of family support staff from the Head Start, ECEAP, and Step Ahead programs, since helping all families access preschool services is part of their mission.

## **3.2 Teacher-Student Ratio, Class Size, and Classroom Hours**

### **Overview**

#### ***Key Findings***

- Ratio and Class Size:
  - Individual and small group interactions are critical to produce benefits.
  - Large class sizes produce stress on children.
  - Small class sizes and low ratios are needed to produce benefits.
- Duration:
  - More hours per day and more years of schooling yield better results provided the program is high quality.

#### ***Is there a right size for a classroom?***

Preschool teachers must differentiate their teaching methods to meet the needs of children who are developing at vastly different rates. Traditional methods of direct assessment are not valid for informing instruction and thus the teacher needs time with each child to understand his or her developmental and learning needs across all domains of learning. In addition, young children are striving to develop self-regulation. If children are taught in large groups (whole class instruction or over 10 children in a group) they either experience "teacher regulation" and are hampered in their development of self-regulation, or because of the large numbers, are given large amounts of unstructured free play with little teacher interaction. This is neither optimal for learning across domains nor conducive to self-regulation and social-emotional development. Small class sizes with low teacher-to-child ratios are needed to produce the desired learning and development outcomes. Further, these effects are enhanced if children and teachers spend more time together during the day and children are in preschool for a longer time.

*How long should the preschool day be? Should children attend preschool year-round?*

Intensity (number of hours) and dosage/duration (number of school days) are both related to better results for children if the program is high quality.<sup>48</sup> Alex Holt in the recent Ed Central blog post suggests that “perhaps the most striking pattern of findings ... is the increase in positive outcomes (and in some studies, decrease in negative outcomes) when children attend [a] high-quality early care and education program for more time.”<sup>49</sup>

Another consideration is that the majority of 3- and 4-year-olds are already attending care outside of the home and most families need child care for at least the school day and school year.

**Local Context**

*What are the standards for existing publicly funded programs?*

	Class Size and Child-Adult Ratio	Dosage/Duration
<b>Head Start</b>	No more than 20 children per class/group; a maximum of 10:1 child-adult ratio.	A minimum of 3.5 hours per day; 4 days per week; 128 days per year. This is a minimum of 448 hours per year.
<b>ECEAP</b>	No more than 20 children per class/group; a minimum of 9:1 child-adult ratio.	A minimum of 2.5 hours per class session; 30 weeks per year. This is a minimum of 320 hours per year.
<b>Step Ahead</b>	No more than 20 children per class/group; a maximum of 10:1 child-adult ratio.	<ul style="list-style-type: none"> <li>• Full-time students: 6 hours per day; 5 days per week; 180 days per year. This is a minimum of 1,080 hours per year.</li> <li>• Part-time students: 3.5 hour per day; 4 days per week; 140 days per year. This is a minimum of 490 hours per year.</li> </ul>

In addition, the Department of Early Learning (DEL) is launching the expansion of the Early Childhood Education and Assistance Program (ECEAP) to focus on full-day preschool — Preschool Expansion Phase One. This expansion provides an opportunity for programs in Seattle and statewide to add full-day preK classrooms, and/or convert their current part-day ECEAP slots to full-day. The new standards for full-day preK include a minimum of six hours per day, four to five days per week, and a nine-month school year, with an option for “extended full-day” which is open at least 10 hours per day, year round.

**Options**

*Ratio and Class Size*

1. **Allow teacher to child ratios ranging from 1:7 to 1:10.** The ratio of 1:7 is closest to the very low ratios seen in the original longitudinal-effects research (e.g., Perry Preschool Program, Abecedarian, Chicago Child-Parent Centers) and in New Jersey’s Abbott Preschool Program; the larger ratios are seen in other state-funded preK programs (Oklahoma, North Carolina).
2. **Vary ratio by composition of class.** Reduce the ratio as the share of 3-year-olds, English Language Learners, children with Individualized Education Plans (IEPs), etc. increases.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

### *Dosage/Duration*

1. **Pay for a half-day session for each child to allow PFA program standards to be met, but allow the rest of the day to meet only child care standards.** This can be done by hiring teachers who spend the morning in one classroom and the afternoon in another.
2. **Require a full school day of approximately 6 hours and 180 days following the school district calendar.** Teacher contracts should be for a 7.5-hour day to allow for preparation, training, and meetings. Families should be offered wrap-around child care at child care standards for before and after school and for the summer.
3. **Require a full school day of approximately 6 hours for 12 months.** Teacher contracts should be for a 7.5-hour day to allow for preparation, training, and meetings. Families should be offered wrap-around child care at child care standards for before and after school.
4. **Allow hours to vary by center** with a pro-rated reimbursement from OFE and let parents choose the option they prefer.

### Recommendation

- Class size maximums should be as follows:
  - **Majority 4-year-olds** (51% or more of the children are 4 by August 31): **18 (1:9 ratio).**
  - **Majority 3-year-olds** (51% or more of the children are 3 by August 31): **16 (1:8 ratio).**
- OFE should develop a protocol for funding lower class sizes resulting in lower teacher-student ratios, or providing other supports (e.g., resource teachers, mental health consultants, one-on-one assistants) if the classroom serves a high proportion of children who may need more intensive, individualized attention. For example, children with IEPs, children in foster/kinship care or other areas of the child welfare system, children from low-income families, children experiencing homelessness, or children with limited English proficiency.
- The program should operate on a school day of **6 hours, 5 days per week and on a school year calendar (180 days).** Prioritize centers that offer wrap-around care before and after school and during the summer.

### Rationale

**Both small class sizes and low child-to-teacher ratios are needed.** A large body of research indicates the need for small group sizes of 15-16 and low teacher-to-child ratios (one adult to 7-8 children).<sup>50</sup> A meta-analysis of preschool intervention effectiveness studies found that the interventions most likely to produce long-term gains were those that provided more individual and small group interactions. This interaction can only be realized with small class sizes and low ratios.<sup>51</sup>

Programs with larger class sizes, even when ratios are kept low, have not been found to be as effective in the research and demand larger space per classroom. In addition, lower-quality settings with large class sizes can cause stress for children that can have long-term, negative consequences for their brain development.<sup>52</sup>

The recommendation of 18 children per classroom with majority 4-year-olds is consistent with the recommendation made by the Washington State Early Learning Technical Workgroup in the 2011 Washington Preschool Program report.<sup>53</sup> Head Start and many state licensing regulations require lower class sizes for classrooms serving majority 3-year-olds, acknowledging the greater needs of the younger children. The only research of state-funded or large-scale programs that included 3-year-olds had even

lower class sizes (e.g., New Jersey's Abbott Preschool Program, Chicago Child-Parent Centers) and all of the smaller-scale preschool experiments had lower class sizes.

Although slightly larger class sizes and teacher to child ratios are seen in Oklahoma and North Carolina (other state-funded preK programs), the initial positive results are modest and results at 3<sup>rd</sup> grade are less than one fourth of the results found in 4<sup>th</sup> and 5<sup>th</sup> grade for New Jersey's Abbott Preschool Program where the class size was 15 (adult to child ratio of less than one to 8). The rigorous programs provided in the original longitudinal research on preK (e.g. Perry and Abecedarian) had larger results by 3<sup>rd</sup> grade and smaller class sizes.

**Duration matters.** Although there is great variation across states and publicly funded preschool programs in standards for class size, teacher-to-child ratios, and length of school day and year, those programs that have shown clear positive effects tend to have smaller class sizes and lower ratios and operate for at least the traditional school day and school year.<sup>54</sup> These include state programs in Arkansas, Georgia, Louisiana, Michigan, Oklahoma, New Jersey, North Carolina, West Virginia, and Rhode Island, and local programs in Washington, D.C., Boston, and Chicago.

On a practical basis, full school-day programs with the availability of wrap-around child care are more consistent with the needs of working parents. The model of a half-day session that meets program standards and allows the rest of the day to meet only child care standards has not been highly practical in existing state preK programs. This is partly because in a large-scale program finding enough qualified teachers who are interested in part-time work is not feasible; nor is it possible to pay them to work full-time at salaries that are attractive when the preschool funds are only available for part of their salary.

### 3.3 Staff Education Requirements

#### Definitions

While some terminology has different meanings in different sectors of the education field, in this Action Plan we use the terms below in the following ways:

- **Certified teachers:** teachers with a **teaching certificate** (issued by the Office of Superintendent of Public Instruction (OSPI) and required for all K-12 public school teachers) are typically referred to as "certified teachers." In this context, a certified teacher is approved to be a school district preK-12 teacher. The main pathway to becoming a certified teacher is through a "teacher preparation program" at a program approved by Professional Educator Standards Board (PESB). We may also refer to certified teachers as *teachers with a teaching credential*, or *teachers with teacher certification*.

All certified teachers with a credential have at least a baccalaureate degree, while a portion of teachers get their preparation and credential in a master's program. A teaching certificate consists of two parts – the underlying knowledge and skills standards regardless of what is being taught and one or more subject area endorsements.

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- **Subject Area Endorsements:** As mentioned above, all teaching certificates are granted with a subject area "endorsement" which recognizes the area of specialization (e.g. early childhood education (ECE), elementary education, biology, math, etc.) for which the teacher is being licensed to teach. Teachers may be dual endorsed at the time their initial teaching certificate is conferred (e.g. early childhood education *and* English Language Learning). Certified teachers may also add endorsements to their license (all combinations are allowed if the candidate meets the criteria). Earning an additional subject area endorsement does not require completing an additional degree (Master of Arts), although some teachers choose that pathway.
  - **ECE endorsement:** early childhood education endorsement in Washington, whereby teachers are certified to teach preschool through Grade 3 (ECE – Grades P-3).
- **Other Certificates:** There are other certificates that can be granted by Washington's higher education system, including stackable certificates in ECE (see more information in the *Local Context* section below), graduate certificates in ECE, and others. These do not, however, count as a "teaching certificate" as recognized by OSPI and PESB.
- **Classified teachers:** these are typically teaching assistants, aides, or other staff working for a school district. It may also include teacher positions that do not require a teacher credential, such as a district's Head Start teacher. Typically, certified teachers are paid at a higher rate than classified teachers or teacher assistants.

## Overview

### Research Overview

#### Key Findings

- Director:
  - Limited research indicates that higher education is linked to quality.
  - Complex set of skills/knowledge in leadership, management, early childhood education (ECE) and adult learning.
- Teacher:
  - Research links teacher education and specialized training in ECE (often required for certification) to quality and outcomes.
  - Higher qualifications without pay parity likely lead to turnover, and may explain some contradictory findings about the impact of highly qualified teachers.
  - Teacher ECE training is necessary but not sufficient; other supports for preparation and ongoing professional development are needed.
- Teacher Assistant:
  - Limited research indicates higher education is linked to quality.
  - This likely matters more when the role is more consistent with co-teacher, which most curriculum models require.
- Coaches:
  - Limited research on education level but should be at least equal to teachers.
  - Expertise and "certification" as coach/trainer in curriculum model.

*What is the impact of education on program quality?*

Part of the effort to ensure implementation of a high-quality preschool program requires establishing minimum education, training, and experience requirements for each level of staff (directors, lead teachers, assistant teachers, support specialists). These decisions have implications on the resources needed to train staff, the timeline to meet qualifications, and the compensation levels needed to attract and retain qualified staff.

A substantial body of research links teacher education and training to the quality of their teaching and the learning of their students.<sup>55</sup> Although there are disagreements about the strengths of the relationships and thresholds, a team assembled by the National Academy of Sciences to address the issue concluded that a Bachelor of Arts (BA) degree with specialized training would be necessary for teachers to acquire the knowledge and skills required to teach young children well.<sup>56</sup>

About half of states require a BA of preschool teachers, and the vast majority require a BA and certification if they teach preschool in the public schools.<sup>57</sup> Regardless of whether a program is in the public schools, an important practical issue is that if qualifications and compensation are lower than in the public schools, preschools will have difficulty attracting and retaining highly effective teachers.

*What qualifications should a PFA director have?*

Research on the importance of director qualifications is quite limited, but indicates that director education is linked to quality.<sup>58</sup> As this research is limited, the field has turned to the larger body of research for additional insights on the influence of leadership and organizational climate on educational quality and effectiveness.<sup>59</sup> However, even this literature does not provide clear, specific guidance regarding the preparation and qualification of early childhood program leaders and the magnitude of their impacts on child outcomes. What is clear is that administrators require a complex set of knowledge and skills that encompass organizational leadership and management as well as learning and teaching.<sup>60</sup> Detailed descriptions of administrator qualifications have been developed more from theory and experience applied to an understanding of what is required to produce quality education, rather than from empirical studies.<sup>61</sup>

Some states have developed highly specific qualification requirements for child care administrators. In schools, early childhood administrator qualifications are generally much like those of principals and supervisors. In some states director qualifications are at the top of an early childhood career ladder.<sup>62</sup> In New Jersey's Abbott Preschool Program, directors in child care or Head Start centers that contract with the school district are paid on a salary scale that weights size of center, degree attainment, credits in Early Childhood Education (ECE) and credits in business administration/educational leadership such that a director of a two-classroom center without a BA degree and only 15 credits of ECE would make less than a classroom teacher, while a director of a 10-classroom center with a Master's degree in ECE and 15 credits in business or educational administration would make a salary competitive with a school district early childhood specialist. The purpose of this policy is to encourage center directors to attain expertise in both business and early childhood education while providing incentives for economies of scale — small centers cannot generate enough administrative overhead without increasing per-pupil costs.

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The National Association for the Education of Young Children (NAEYC) developed national standards for director qualifications as part of their accreditation system. They require administrators to have one of the following:

- At least a baccalaureate degree **AND** at least nine credit-bearing hours of specialized college-level coursework in administration, leadership, or management **AND** at least 24 credit-bearing hours of specialized college-level coursework in early childhood education, child development, elementary education, or early childhood special education that addresses child development and learning from birth through kindergarten.
- Documents indicating a plan in place to meet the above qualifications within five years.
- Documents meeting an appropriate combination of formal education, work experience, and relevant training and credentials as outlined in the alternative pathways table.

### *What qualifications should a teacher have?*

The early childhood programs that have provided the strongest evidence of large long-term effects and cost-effectiveness have all employed teachers with at least a BA degree and teacher certification.<sup>63</sup> The programs that have failed to produce even short-term gains for children have all had teachers with less education.<sup>64</sup> This research is not limited to the United States, as the percentage of teachers with a BA has been found to increase quality in programs in the United Kingdom.<sup>65</sup> Nevertheless, there are studies that fail to find a relationship between teacher education levels and quality or child outcomes when controlling for other program features.<sup>66</sup> This is to be expected as, for example, when compensation is very low, teacher education credentials are likely to be meaningless. A strict requirement for high levels of education at low pay might actually lead to lower quality teachers being hired and retained.

Taken together it is reasonable to conclude that a BA degree is a necessary element of a quality program, but that it is far from sufficient, and that particular attention should be given to influencing the programs preparing teachers. This view has led to calls for a BA plus other supports for preparation and ongoing professional development.<sup>67</sup> We discuss other elements such as ongoing training and professional development and compensation below. As quality has the greatest impact on child development, it is important to have a combination of resources and supports that enable programs to consistently provide a very high level of quality relative to what is common in the field.<sup>68</sup>

Perhaps the best test of the recipe of improved educational preparation, compensation, and professional development through coaching is the court-ordered implementation in New Jersey. It demonstrably raised quality for the majority of preschool programs from poor/mediocre to good/excellent.<sup>69</sup>

Assistant teacher education and training has been found to affect quality as well.<sup>70</sup> It is likely that how much assistant teacher preparation matters depends on the roles that they play in the classroom and whether they are considered part of the teaching team. For example, their qualifications may matter little if they are given custodial rather than educational tasks. Alternatively, their qualifications might matter a great deal if they lead a small group activity with one group while the teacher leads another. Given that young children benefit a lot from small group work with an adult's guidance, this is an additional and major benefit of having a solid para-professional in the room. If an assistant teacher is assigned to give individualized attention to children who are having difficulties, then that person's qualifications are an asset.

### *What about other staff?*

Other staff should have similar educational qualifications to those required of professionals performing the same work in other settings—nurses and social workers, for example.

A relatively new position in the early childhood field is that of a coach or mentor teacher. These staff should have at a minimum the education level required of a teacher. Additional knowledge and skills can be acquired through specialized training, education, and experience. Such knowledge should encompass adult education and coaching in particular, as well as early learning and teaching. In addition, coaches should be experts in whatever curriculum approach is being implemented.<sup>71</sup>

## Staff Compensation

### *Overview*

About half the states that fund a preK program require a BA of preschool teachers, and the vast majority requires a BA and certification if they teach preschool in the public schools.<sup>72</sup> In the programs operated through the public schools in mixed delivery settings in Boston, New Jersey, and Washington, D.C., teachers are required to meet the same qualifications as K-12 teachers, and are on the same salary scale.

In the Boston K1DS program providing preK services in community-based organizations, virtually all of the funding given to these programs goes to increase staff salaries. The goal is to reach Boston's Living Wage Standard, which still may not be as high as Boston Public Schools salaries. Ten of the 14 classrooms operated by the ten community organizations receive funding for this purpose. All of the other support these community-based programs receive comes in the form of services (professional development, coaching) or instructional materials.

In New Jersey, programs operated by private providers contracting with school districts have the same educational requirements as school-based programs, and receive sufficient funding to pay their teachers the same salaries that are paid in classrooms operated by school districts. For benefits, community agencies receive the same dollar amount that school districts spend for this purpose, although these amounts may not buy them the same level of benefits (for example: \$5,000 per teacher for retirement benefits may cover a public school preK teacher's participation in a public pension plan, while at a community-based provider agency, the \$5,000 may go toward a 401(k) program that may not end up providing the same pension benefit).

In San Francisco, staff providing preK services as part of First 5 San Francisco are paid at a level that meets the city's Living Wage Standard, but may not equal the pay of public school preK teachers.

## Local Context

### *What training is currently required?*

**Head Start.** Federal regulations require that at least 50% of Head Start teachers nationwide in center-based programs have one of the following:

- A baccalaureate or advanced degree in early childhood education.
- A baccalaureate or advanced degree and coursework equivalent to a major relating to early childhood education, with experience teaching preschool-age children.

Head Start also requires that assistant teachers meet one of the following criteria:

- At least a Child Development Associate (CDA) credential.
- Enrollment in a program leading to an associate or baccalaureate degree.
- Enrollment in a CDA credential program to be completed within two years.

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**Early Childhood Education and Assistance Program (ECEAP).** The ECEAP program requires that lead teachers meet one of the following qualifications:

- An associate or higher degree with the equivalent of 30 college quarter credits in early childhood education. These 30 credits may be included in the degree or in addition to the degree. The Department of Early Learning (DEL) indicated that this will likely change to ensure that 30 credits are across the main areas of Washington State Core Competencies for Early Care and Education Professionals.
- A valid Washington State teaching certificate with an endorsement in Early Childhood Education for preschool through 3<sup>rd</sup> grade (ECE – Grades P-3) or Early Childhood Special Education.

ECEAP assistant teachers must meet one of the following qualifications:

- The equivalent of 12 college quarter credits in early childhood education. DEL indicated that this will be changing to the initial state certificate rather than 12 credits. (The initial certificate is the first of three “stackable” certificates that lead to a statewide ECE certificate. Note that this is distinct from the Washington State teaching certificate.)
- A current Child Development Associate credential awarded by the Council for Early Childhood Professional Recognition.

**State Training Requirements.** The Washington State Training and Registry System (STARS) for licensed child care providers includes initial training requirements.

Child care directors, program supervisors, and lead teachers register for a STARS identification number and complete one of the following within the first six months of employment or of being granted an initial license:

- Twenty clock hours or two college quarter credits of basic training approved by STARS.
- Current Child Development Associate certificate or equivalent credential, or 12 or more college credits in early childhood education or child development.
- Associate of Arts (AA), Associate of Arts and Sciences (AAS), or higher college degree in early childhood education or child development.

**Early Achievers.** Washington State’s Quality Rating and Improvement Systems (QRIS), Early Achievers, includes quality standards for professional development and training. Facilities earn points toward higher ratings when staff reach educational and professional milestones that are aligned with the state's Core Competencies Washington State Core Competencies for Early Care and Education Professionals:

**Exhibit 4**  
**Early Achievers: Professional Development and Training**

**Center Director or Program Supervisor**

AA in ECE or related field	Level 3 of the Core Competencies for Early Care and Education Professionals	1 point
BA in ECE or related field	Level 4 of the Core Competencies for Early Care and Education Professionals	2 points
MA in ECE or related field	Level 5 of the Core Competencies for Early Care	4 points

**Center Designated Lead Teaching Staff**

(at least one staff person per classroom must be designated lead)

25% have CDA or approved certificate or credential (12 credits or higher)	Level 2 of the Core Competencies for Early Care and Education Professionals	1 point
25% have AA or higher in ECE or related field	Level 3 of the Core Competencies for Early Care and Education Professionals	2 points
25% have BA or higher in ECE or related field	Level 4 of the Core Competencies for Early Care and Education Professionals	3 points

**Center - All Other Teaching Staff** (assistants and aides)

25% have CDA or approved certificate or credential (12 credits or higher)	Level 2 of the Core Competencies for Early Care and Education Professionals	1 point
50% have CDA or approved certificate or credential (12 credits or higher)	Level 2 of the Core Competencies for Early Care and Education Professionals	2 points
25% have AA or higher in ECE or related field	Level 3 of the Core Competencies for Early Care and Education Professionals	3 points

**Family Child Care Provider or Primary Worker**

CDA or approved certificate or credential (12 credits or higher)	Level 2 of the Core Competencies for Early Care and Education Professionals	3 points
AA in ECE or related field	Level 3 of the Core Competencies for Early Care and Education Professionals	5 points
BA in ECE or related field	Level 4 of the Core Competencies for Early Care and Education Professionals	7 points
MA in ECE or related field	Level 5 of the Core Competencies for Early Care and Education Professionals	10 points

Source: Early Achievers, A Framework to Support Positive Child Outcomes, Department of Early Learning, April 2013

***What local programs exist to provide the necessary college coursework?***

**Four-year Institutions**

There are relatively few programs in the state that offer a BA in ECE. BA and Master of Arts (MA) early learning teacher education programs offered in Washington include:

- BA and MA education programs that provide K-12 teacher preparation with options for an ECE – Grades P-3 endorsement (some also have certification-only programs for students with an existing BA in another field):
  - Central Washington University, Ellensburg and Des Moines
  - City University, nine locations across the state

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- Eastern Washington University
- Heritage University
- Pacific Lutheran University
- St. Martin's University
- Washington State University
- Western Governors University
- Western Washington University
- BA and MA programs specifically in Early Childhood Education (ECE):
  - Goddard College. BA or MA in Dual Language ECE for bilingual English-Spanish teachers.
  - University of Washington (UW). BA in Early Childhood and Family Studies, both on campus and with an online degree completion option for practitioners. This program was developed to provide early learning staff with skills and knowledge aligned with current research on quality practices. The program was developed to align with work the UW is doing as the National Center on Quality Teaching and Learning and as the evaluation partner for Early Achievers. The UW has also expressed interest in the possibility of creating a "Preschool for All" Certificate which would build upon their current BA program and/or serve as an additional option for early learning staff with an existing BA degree to attain ECE specialization (see *Recommendations* section below for more information).

### Community and Technical Colleges

There are a number of programs offered through community and technical colleges leading to Associate's degrees in Early Childhood Education, certificates, and endorsements. However, these programs sometimes do not transfer to four-year institutions. Some community and technical colleges also offer four-year applied Bachelor of Arts (BA) or Bachelor of Science (BS) degrees.

Over the past several years, DEL has led several efforts to coordinate and increase professional development, education, and certification opportunities for early learning staff. These include:

- **Stackable Early Childhood Education (ECE) certificates.** More than a dozen community colleges in Washington offer stackable certificates in ECE. These certificates are "stackable" in that they build on one another in a sequential manner and deepen levels of applied learning along the way. Courses at participating colleges have the same titles, numbers, descriptions, and student outcomes. All courses are aligned with the Washington State Core Competencies for Early Care and Education Professionals. The certificates (12 to 47 credits) can be built upon to earn an AA degree in ECE.
- **Development of Washington State Core Competencies and a Career Lattice for early care and education professionals.** See Local Context in *Section 3.5 Staff Professional Development* for more information.

### *How accessible are the local programs financially?*

Financial support for ECE education is available through Washington Scholarships for Childcare Professionals and Child Care Aware for scholarships for Associate and BA degrees. However, both sources offer a very limited number of scholarships (three to four each annually). There are also opportunity grants for Early Achievers available through DEL.

### *What is the career pathway for preschool teachers?*

Currently in Washington the career ladder and educational pathway for preschool teachers is separate and distinct from the career pathway for K-12 teachers. Because preschool programs are operated in a variety of settings (schools, non-profits, community-based, child care-based, etc.) many current preschool programs (even those operated by school districts) do not require teachers to have a teaching certificate issued by OSPI. Instead, many preschool programs and the Washington State Career Lattice for early care and education professionals currently include a Bachelor's degree level which can be met by a BA in ECE or a (K-12) teacher's credential with an ECE – Grades P-3 endorsement.

Because many preschool programs are not operated in school districts, some experts feel the current P-3 endorsement may not adequately prepare students to be effective preschool teachers. Increasing opportunities and integration between early learning and K-12 professional development and certification will be essential if Seattle wants certified teachers (and commensurate compensation) in PFA.

## Options

There are a variety of options for staff educational requirements and compensation.

For all positions:

- Require school district-equivalent qualifications for certified teachers, with pay parity with K-12 teachers.
- Use the Seattle Public Schools salary scale as an incentive for qualifications and allow 4-6 years to meet minimum standards.
- Require basic staff licensing qualifications, and establish ongoing provider eligibility based entirely on a set of performance criteria, such as scores on quality measures such as Program Quality Assessment, Early Childhood Environment Rating Scale-Revised (ECERS-R), Classroom Assessment Scoring System (CLASS), and/or child outcomes.

Director:

- Set minimum standards for education and provide incentives for attaining formal education in ECE and leadership/management through a specified salary structure. This would have the advantage of allowing broader participation while slowly increasing director qualifications.
- Require site supervisors or principals of participating schools to have, or obtain within two years, equivalent ECE expertise or ensure that the teachers have dual supervision by an ECE expert.
- Require all eligible centers or schools to meet minimum director qualification standards of a BA with expertise in ECE, leadership, and business.

**Error! Not a valid bookmark self-reference.** below shows options for education requirements for center directors/site supervisors, teachers, assistant teachers, and coaches:

**Exhibit 5**  
**Options for Full-Time Staff Education Requirements**

Position	Lowest Feasible Standard	Contextually Reasonable Standard	Highest Reasonable Standard
<b>Center Director/ Site Supervisor</b>	Current licensing	BA with 5 years of early childhood experience or at least 24 credits in ECE (or closely related field) and expertise/coursework in business/ educational leadership	BA in ECE or BA with college-level coursework in ECE, and 9 credit-bearing hours of specialized college-level coursework in administration, leadership, and management (NAEYC Accreditation)
<b>Teacher</b>	Current licensing	BA with 3 years of early childhood experience and coursework	BA in ECE or BA with teacher certification/endorsement in ECE
<b>Assistant Teacher</b>	Current licensing		AA in ECE or 2 years equivalent college-level coursework in ECE meeting Core Competencies.
<b>Coach</b>			BA in ECE or BA with teacher certification/endorsement in ECE, plus "endorsement" in curriculum model. Consider alignment with Early Achiever coach requirements.

**Recommendations**

- Existing child care, Head Start, ECEAP, Step Ahead, and school district providers participating in PFA in the first three years of implementation should be required to **meet the following standards for all newly hired staff** and allowed **four years to meet the standards for existing staff**. The waiver process discussed previously should detail extensions to this deadline such that a staff member who has worked diligently and made clear progress toward the qualifications over the four years but who for clearly justifiable reasons (e.g., family medical leave, courses were not offered at the college in a reasonable sequence) has not been able to complete the standard may submit a plan for completion within **two additional years**. Staff at providers who become part of PFA after the initial three years or in newly licensed programs should meet the following standards before participating:
  - **Director:** BA in ECE or BA with college-level coursework in ECE, and expertise/coursework in business/educational leadership.
  - **Teacher:** BA in ECE or BA with teacher certification/endorsement in ECE.
  - **Assistant Teacher:** AA in ECE or two years equivalent college-level coursework in ECE meeting Washington State Core Competencies for Early Care and Education Professionals.
  - **Coach:** BA in ECE or BA with teacher certification/endorsement in ECE, plus "endorsement" in curriculum model.

- Where ECE professionals are serving children and families whose home language is not English, language competency required to communicate to children, parents, and families in their home language should be a preferred qualification. In dual language classrooms, language competency should be required.
- Use the SPS salary scale for certified teachers as an incentive for meeting standards over time. Teaching staff should be paid at one of three levels, dependent on their qualifications:
  - Existing teachers who are “grandfathered in” and allowed four years to meet the BA in ECE or BA plus teaching certificate in ECE requirement would be paid at the base rate with increases built in annually as they approach full qualifications (e.g., less than 30 credits to complete, less than 15 credits to complete).
  - Teachers with a BA in ECE who do not have a teaching certificate should be paid the same salary as Head Start teachers working for Seattle Public Schools or Puget Sound Educational Service District (PSESD), two school agencies operating Head Start. If one of these districts pays a higher rate than the other, then follow the highest rate to avoid loss of teachers to that nearby program. In these two programs, the Head Start teachers are currently classified staff, because they are not required to have a teacher credential, and most do not.
  - Teachers with a BA and teacher certificate in ECE should be paid at the same level as K-12 teachers in the Seattle Public Schools.

Funds for health and retirement benefits given to contracting agencies providing PFA should be equivalent to the average amount spent on benefits per teacher by SPS. These amounts would be equivalent to those for either classified or certified staff, depending on the teacher’s qualifications, paralleling the procedure outlined above for salaries.

- Advocate for an **alternate route** to teacher certification that provides provisional certification for individuals with BAs in another field so that they can teach in PFA as they complete an approved set of ECE courses (similar to New Jersey’s alternate route program). This could provide a pathway for the many early learning staff who have not received their education and training in the traditional K-12 teaching track. An effort to identify and encourage individuals from local communities into this alternate route so as to maximize community human resource capacities could assist in developing ECE expertise with a knowledge base of local conditions, languages, and cultures. Creating such options is critical to begin building commonality between early learning and K-12 career pathways.

To increase the options available for meeting teacher qualifications, the City could consider partnering with the University of Washington (UW) and other colleges and universities to develop a Preschool for All Certificate. If the City partners with UW, the certificate could be both a part of the current BA in ECE program, and a stand-alone certificate that teachers with existing BAs (not in ECE) could obtain to meet the BA in ECE requirement.

In addition, this specialized teaching certificate for preschool teachers could potentially meet “teaching certificate” requirements in the K-12 system (i.e. become similar to teacher certificate issued by OSPI). To achieve this, the City and UW, and if possible, DEL would need to work closely with OSPI to ensure that the PFA certificate is recognized by OSPI and PESB. This would create more options for providers to attain teaching certificates in ECE – Grades P-3 and create a “bridge” between the K-12 and ECE teaching career pathways which are currently parallel but completely separate.

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- Centers offering dual language instruction should receive funds to pay staff more (10% over comparable staff without the additional qualifications) if they are *dual certified* in both bilingual education and ECE and their languages of fluency match the languages of instruction in the classroom. For assistant teachers an oral language fluency test in both languages of instruction should be administered to ensure that they provide high-quality language models (e.g., the Certificate of Use of Language in Spanish, or CELU (Certificado de Español: Lengua y Uso); Japanese-Language Proficiency Test, OR JLPT (日本語能力試験 Nihongo Nōryoku Shiken?); Test of Chinese as a Foreign Language, or TOCFL), or others.

In addition, the City should provide robust assistance to providers to access higher education opportunities. Many current providers are not “traditional” college students and may encounter barriers to success at institutions of higher education. For example, providers may have academic experience from abroad, but encounter difficulties in how to apply their previous experience to the U.S. higher education system. Some providers may have had little experience, or even negative school experiences in the past, that make the idea of enrolling in college a challenging endeavor to pursue. Making extra supports for non-traditional students available will increase the number of providers who are successful in meeting PFA staff education requirements, and will allow PFA to access staff who bring both a wealth of knowledge about their communities as well as the qualifications to be a successful teacher. These extra supports may include:

- Developing a PFA resource center with knowledgeable staff to provide outreach and assistance to providers.
- Helping providers navigate and understand the college options available, and advocate for themselves in the higher education system.
- Providing “liaison services” so that providers have support when they communicate with college systems, including accessing academic advising and other supports available.
- Providing information and expertise to providers in accessing scholarships and tuition supports.
- Providing these extra supports, when possible, by using staff who reflect the cultural and language backgrounds of providers.

The costs of these supports could be borne by the Professional Capacity Building Fund (see *Section 4.2 Capacity Building* for more information).

### **Note:**

Many members of workgroups and others have suggested the City to consider pursuing a BA waiver for experienced teachers who can provide evidence of high-quality teaching practice. They suggest instead some combination of classroom quality scores, evidence of positive student outcomes, and a portfolio assessment.

Many states have struggled with this approach but no rigorous and efficient method for implementing this has been put into policy. The question of who conducts and pays for the assessments of quality teaching practices is difficult to answer: *Would the City train and hire objective observers over and above the ones already needed for ramp-up? Who would conduct the assessments and analysis to ensure there is no bias? How would that be paid for?* We can find no feasible answer to these questions when the City must be accountable to the taxpayers. This is difficult because there are some excellent teachers who are not in a position to pursue a degree.

## Rationale

### *Why BA degrees?*

As noted in the overview section, the preschool programs that have provided the strongest evidence of large long-term effects and cost-effectiveness have all employed teachers with at least a BA degree, specialized training in early childhood, and teacher certification.<sup>73</sup> While a BA alone will not guarantee high-quality, it appears to be an important factor along with pay parity with the K-12 system. Allowing providers to enter the PFA program as their staff earn credentials takes advantage of existing experience and expertise and also provides a pathway to achieving the necessary level of quality to produce the desired benefits. Four years to complete the degree was enough time in the New Jersey system for the majority of teachers to meet the standard as virtually all staff in licensed programs already had some college credits. In New Jersey, 40% of child care teachers not working in the state preK system already had a BA degree before the educational requirements went into effect. In Head Start, at least 50% of teachers nationwide in center-based programs must have a BA degree and the other 50% must have at least an AA.

Washington's child care licensing regulations only require that teachers be adults (18-years-old) and have completed high school or equivalent. Meeting PFA qualifications may be the most challenging for existing teachers who currently only meet minimum licensing standards.

If after four years, the Office for Education (OFE) determines that some staff have worked diligently on degree attainment but have been unable to obtain it, an extension through a waiver process could be considered. In New Jersey, this was allowed if the staff member was within 30 credits of completion and submitted a plan approved by the college advisor for completion within two years.

### *Why a tiered approach to pay?*

We recommend a tiered approach to salaries to maximize the quality of PFA's teaching staff. We recommend the higher level of pay for teachers with teaching certificates in ECE to attract and retain high-quality teachers for PFA. To do this, teachers should be paid at the same level as K-12 teachers. We recognize that a teacher with a BA in Early Childhood Education may be qualified to be an effective PFA teacher, and that there are at present many more teachers with these qualifications. There are very few teachers with a BA that includes both ECE and a teaching certificate, so incentives may be needed. A teacher with a teaching certificate that includes an ECE endorsement is paid at a higher level, while a teacher with a BA in ECE is paid well, but at a lower level. This should create an incentive for teachers with a BA in ECE to also get a teaching certificate.

### *Why advocate for an alternate route and Preschool for All Certificate?*

Implementation of PFA will require expansion of the number of classrooms and thus the number of staff. One way that states have dealt with a rapid increase in demand for teachers is to institute an alternate route. In New Jersey, expansion would clearly have been delayed without the implementation of an ECE-focused alternate route. Given Washington State's interest in preK expansion, there may be an opportunity to establish such a certification.

Partnering with Washington's universities and colleges to develop a Preschool for All Certificate would provide a pathway for the many early learning staff who have not received their education and training in the traditional K-12 teaching track. To do this, the City should contact potential local partners to determine their interest and capacity. The University of Washington has already expressed willingness to work with the City on this matter.

Partnering with the UW has some specific advantages, including:

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- The UW is located in Seattle and is the state's largest university. A partnership creates a way for PFA teaching staff to access the UW in a way that may decrease traditional barriers to accessing higher education for many preschool and child care staff.
- The UW's BA degree in ECE is built upon the same framework and principles as the other early learning professional development work the UW is doing nationally and in support of the state's QRIS, Early Achievers. This common work provides PFA with an opportunity to align coaching and professional development with the certificate program, creating a way for teachers to continue their development in a contiguous manner.
- As an institution that also prepares K-12 educators, the UW is well positioned to help integrate and align ECE and K-12 educational and career pathways.
- The UW has expressed willingness to share or partner with other higher education institutions so that other colleges and universities could offer a PFA Certificate without investing in the coursework development.

### 3.4 Curricula

#### Overview

This section discusses options and recommendations for PFA curricula. Student assessments are covered in *Section 7.0 Outcomes and Evaluation*.

#### Research Overview

##### *Key Findings*

- Many programs claim to use a particular curriculum model but the implementation lacks fidelity.
- There are decades of curriculum comparison studies with contradictory findings—no particular standouts.
- Curriculum models should:
  - Provide balance, be content-rich, align with standards, and be research-based.
  - Provide adequate support to teachers.
  - Include complementary and well-tried professional development (PD) models.
  - Be adaptable to different populations (dual language learners, students with Individualized Education Plans).
  - Be implemented with fidelity.

##### *Is there a proven curriculum?*

Developing guidance on what works in early education is challenging and that certainly applies to evaluating and selecting a curriculum. According to the National Institute of Early Education Research (NIEER) Yearbook, of the 50 different state preK programs operating in the 2008-09 school year, 18 specified a set of curriculum models from which funded programs could choose. The most prevalent among these were the following:<sup>74</sup>

- Bank Street
- Creative Curriculum
- Curiosity Corner
- DLM Express
- HighScope
- Montessori
- Opening the World of Learning (OWL)

When early education curricula are evaluated, judgments have to be made on the strengths and weaknesses of the actual evaluation. This includes:

- Duration and quality of training in the curriculum prior to the evaluation.
- How well the outcome assessments used actually measure children's learning and development—are they broad enough and deep enough?
- Whether the effects found are large enough to be meaningful and lasting.
- How well any given curriculum is implemented in the classroom at the time the research was conducted.
- Nature of the comparison and quality of the research design.

When evaluation results are published, these issues are raised in the context of why a curriculum did or did not do well in the review. Recent efforts to summarize the evidence on the effects of various curricula have brought these issues to the forefront. The 2008 federal Preschool Curriculum Evaluation Research report found that most curricula in the study provided little or no advantage over existing practice.<sup>75</sup>

### *Why do some curricula fare poorly?*

On an ongoing basis, the Institute for Educational Sciences' [What Works Clearinghouse](#) (WWC) provides reviews that yield lackluster ratings for a number of curricula and no standout results, especially when the criteria established for the reviews is considered. For example, WWC reports that the Tools of the Mind Curriculum had no significant effects. What may not be clear to readers is that the study WWC reviewed was designed to determine whether Tools of the Mind could produce equivalent academic results while improving results for self-regulation and social behavior compared to a more traditional curriculum that was also expected to produce strong academic gains.<sup>76</sup> Indeed, this is exactly what they found—strong reductions in behavior problems and improvements in self-regulation with academic gains at least as strong as those from the other curriculum. However, WWC does not account for any effects of early childhood curriculum on executive function, self-regulation, or any aspect of social-emotional development. In addition most of these studies look only at short-term outcomes in settings where the curriculum developer is directly overseeing implementation.

Most of these recent reviews do not look at historical evidence and typically examine only short-term (one year) results. For example, the precursor to the HighScope preschool model was the curriculum used in the Perry Preschool Project. When compared to other well-implemented preschool curricula in a randomized trial that took place in the 1960s, the Perry Preschool Project curriculum was found to outperform the other on immediate and *long-term benefits* for social-emotional outcomes, especially reduction in crime and delinquency.

### *What resources are available?*

On a practical level, the question for decision makers is what resources to consult in selecting a curriculum for their programs. A recent meta-analysis of 120 studies takes a broad look at the evidence.<sup>77</sup> While this study does not point to specific curricula it does identify characteristics of more effective early education from the broadest set of comparative studies collected to date. The study finds that intentional teaching, small group and individual instruction, and comprehensive domains of learning are strong indicators of successful outcomes. This finding is corroborated by international studies of preschool practices.<sup>78</sup>

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

### *What criteria should be used to evaluate curricula?*

The following criteria can be used to assess the most promising preschool curriculum models and those that are most prevalent in Seattle.<sup>79</sup>

1. The curriculum provides teachers with guidance for shared interactions with children in teacher-initiated activities, routines, and during play, and in particular helps teachers understand and support development of self-regulation.
2. The curriculum is comprehensive, integrates all domains of learning, and leads to achievement of state early learning standards and the Head Start Outcomes Framework. If individual content-specific curricula are chosen, then it is incumbent upon the stakeholders to integrate these into a manageable whole or it is probable that the curriculum will not be implemented as designed and thus not be as effective.
3. The curriculum provides guidance for differentiating teaching for students with special behavior, linguistic, or learning needs. In particular, the curriculum has been successfully implemented in dual language settings. The emphasis is on oral language learning, conceptual development, and cognitive and social problem-solving abilities.
4. A manageable, ongoing assessment system to inform instruction is available that is valid and reliable and consistent with the teaching philosophy and learning content of the curriculum model.
5. Research-based evidence exists that supports the effectiveness of the curriculum.
6. The curriculum is already being implemented locally and/or professional development expertise is readily available and the model will articulate well with kindergarten – 3<sup>rd</sup> grade practices.

*Attachment B: Curriculum Comparison Matrix*, provides more information on various comprehensive curricula, while *Attachment C: Domain-Specific Curricula and Methods*, provides more information on domain-specific curricula or methods that have promising research results.

## Local Context

### *What early education curricula are generally used in Seattle?*

The Program Quality & Capacity Workgroup, convened by the City of Seattle and encompassing early learning providers, City staff, and representatives of other early education related organizations, discussed which curricula are used by the early learning community in Seattle. The group developed the following list of curricula:

- Creative Curriculum (frequently used by Head Start and Early Childhood Education and Assistance Program providers)
- HighScope
- Opening the World of Learning (OWL)
- Montessori
- Self Esteem through Culture leads to Academic Excellence (SETCLAE)
- Soy Bilingue
- Second Step
- Reggio Emilia and Reggio-inspired approach
- Other approaches: emergent, dual language, etc.

Please note that this list is not exhaustive; it provides a window into the variety of early learning curricula and approaches used in Seattle.

*What are the standards for existing publicly funded programs?*

Head Start, the Early Childhood Education and Assistance Program (ECEAP), and Step Ahead standards require evidence-based curriculum and provide guidelines for specific elements to be included. None of these programs require contractors to choose from a specific list of approved curricula.

*What is the state doing for Early Achievers?*

Currently, curriculum and corresponding staff supports are one of the categories in the Early Achievers quality rating system. The facilities are scored on the following components:

- Have a program curriculum philosophy.
- Demonstrate that the curriculum aligns with the state's Early Learning and Development Guidelines (benchmarks).
- Train lead teachers on curriculum philosophy and the Early Learning and Development Guidelines.
- Provide ongoing mentoring to support improvement in curriculum.
- Provide dedicated time for curriculum planning and reflective practice.

In addition, the Department of Early Learning (DEL) is considering augmenting the Early Achievers quality standards by choosing a curriculum, menu of curricula, or additional curriculum criteria to further promote child outcomes.

## Options

1. Require programs to select from a limited list of approved evidence-based curricula.
2. Do not require specific curricula, but specify criteria that curriculum should need to be approved.
3. A combination of options above: providers can use a curriculum from an approved list, or apply for their curriculum to be approved if it meets specified criteria.
4. If a provider can demonstrate quality outcomes, no specific curriculum is required.

## Recommendation

PFA providers should use a curriculum model from an approved list, or apply for their curriculum to be approved if it meets specified criteria.

- **Avoid multiple domain-specific curricula.** For example, do not select one curriculum model for math and another for reading.
- **The City should choose no more than three models and provide training and coaching specific to the model.** The following curriculum models meet most of the criteria above and are recommended:
  - The **HighScope Preschool Curriculum** meets all of the criteria if the entire curriculum, including the new math and literacy supplements, is implemented. Teachers may need support ensuring that science is infused in the curriculum, but the basic philosophy and approach is consistent with teaching scientific inquiry. Another reason for suggesting this model is that it is already being implemented in Seattle and adequate supports are available. There is a version of the HighScope curriculum for family child care.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

- **Opening the World of Learning (OWL)**, like the other models, meets the criteria, although the research base for OWL is a bit less compelling since it is newer. Since it was developed by two distinguished early literacy experts, it is not surprising that early science and math experts find the treatment of these two domains a bit lacking in the initial model and methods for supporting self-regulation are not explicit. However, for the most recent publication, the consulting authors included Dr. Juanita Copley, noted early math expert and Judith Lederman, early science expert. These subjects are integrated throughout the curriculum themes.
- **Creative Curriculum (most recent version)** with all supplements is the most widely used model in Head Start and is prevalent in Seattle. The Department of Early Learning (DEL) is considering including it as an option for ECEAP. Research results comparing Creative Curriculum to other curriculum models are not strong; however, in most of these studies the model developer was not involved in training and coaching to fidelity was not part of the design. Creative Curriculum is one of the models used in New Jersey and other states that have found short- and long-term gains using the model. In addition, there is a version of the Creative Curriculum for family child care. *Note:* One of the expert reviewers for this recommended Plan did not support the inclusion of Creative Curriculum.
- **The City should assess fidelity of implementation.** All of the recommended curriculum models have developed observation tools that assess the degree to which the curriculum is being enacted in the classroom. It will take time to reach full curriculum fidelity, as comprehensive curricula with intentional teaching that differentiates interactions with children are not easy to learn. Having methods for measuring implementation will assist in program improvement and quality assurance. (See Section 6.0 Outcomes and Evaluation.)
- **Consider adding other models through a Curriculum Selection Committee with specific criteria only after initial start-up (post 2018).** To ensure that new curriculum models are added as the research base and professional development supports become available, the Office for Education (OFE) should form a Curriculum Selection Committee (made up of representatives from OFE, the provider community, DEL, and higher education) that uses a defined set of criteria similar to the one in the curriculum matrix. The Committee should periodically review the research literature to ensure that promising models are being considered and added if deemed promising. The Committee should also consider potential alignment with DEL, if curriculum models are recommended as part of Early Achievers or other state efforts (e.g., ECEAP).

In addition, contracting providers could apply to the Committee for approval of an alternate curriculum model providing all necessary evidence that the model meets the criteria. After review and approval, the results obtained by this center could be used to determine whether to allow the model to be part of the broader system. In this way, other adopters could see the model in action and the OFE could be assured that it works in the local context and that necessary supports are available from the model developer or publisher.

### Rationale

- **Limiting the number of curricula is likely to allow PFA to provide better support across the system.** It is extremely important that within the city only a small number of curriculum models are implemented because expert curriculum-specific professional development is expensive and supporting the implementation of more than two or three models is unlikely to be successful.

- **Avoiding using multiple domain-specific approaches.** Although there is some promising research on a number of domain-specific curriculum models and methods, the added cost and time burden of developing a coherent approach and ensuring that coaches are trained in all models is impractical. Often the theories of learning and development that undergird the domain-specific models are not consistent with each other, which makes decision-making on the part of teachers difficult since having an underlying theory of learning is important to individualization and on-the-spot problem solving. These specific models often do not have strong professional development structures or the approaches to coaching and professional development are not clearly consistent with each other. In addition, many of the methods and activities in the domain-specific models have been incorporated in the latest additions of the comprehensive models recommended.
- **Training to support HighScope already exists with the Early Learning Academy.** The Early Learning Academy (ELA) is operated in partnership with Child Care Resources of King County. It provides professional development for preschool teachers and family caregivers on the HighScope Preschool Curriculum. The ELA also includes capacity building to support the HighScope Curriculum through its Training of Trainers program.
- **Preschool teachers and their supervisors should spend their time planning for differentiation and adapting the curriculum model to meet the needs of the children they serve, not designing the curriculum.** With only minor exceptions, teachers are generally not qualified to be designing curriculum nor do they have the time to do this. Coaches can work with teachers to integrate emergent approaches and adaptations that are consistent with the base model but still draw on the expertise of the teacher and the interests of the children.

### 3.5 Staff Professional Development Requirements

#### Overview

#### Research Overview

##### *Key Findings*

- Based on fundamental adult learning principles.
- Ongoing, connected, and comprehensive professional development (PD) differentiated based on data on learner's needs:
  - Refine knowledge, increase comfort with concepts and developmental trajectories.
  - Improve understanding of domain-specific teaching.
- Explicit link with teacher evaluation (self-assessment) and in-class coaching.
- Center director must be educational leader.

##### *What do we know about effective professional development?*

An adherence to fundamental adult learning principles is critical to delivering effective professional development (PD). All learners come with specific background knowledge and different approaches to learning. If they are not initially motivated to learn they will either fail to grasp the content entirely or only adapt practices superficially. The National Academy of Sciences finds that learners must have strong background knowledge and a conceptual framework to understand the facts and organize the knowledge in a way that is easy to access for application.<sup>80</sup>

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What this means for professional development is that to produce meaningful change the training content must ensure that teachers will refine their knowledge and increase their comfort with concepts and developmental trajectories in each domain of learning. It must also improve their understanding and application of effective teaching practices within each domain. The ultimate goal is to produce decision makers capable of implementing effective instruction after the PD is over.

### ***What about culturally responsive practices?***

Given that meaningful education occurs when students are engaged and see a connection to their lives, it is important to recognize that young children need support to navigate the differences between the home and school experience. Education should occur through the lens of culture (i.e., home-life realities and understandings of how the world works). Culturally appropriate practice is one of the three guiding principles of Developmentally Appropriate Practice (along with individually and age-appropriate practice) as defined by the National Association for the Education of Young Children.<sup>81</sup> In their Pathways to Cultural Competence Project this is explained further:

*“For optimal development and learning of all children, educators must accept the legitimacy of children’s home language, respect (hold in high regard) the home culture, and promote and encourage the active involvement and support of all families, including extended and nontraditional family units” (NAEYC 1995, 2). Since all children are rooted in their families we see a child’s family structure and all that it entails as the core of their family’s culture. This structure can include family socioeconomic status, family composition, parent’s level of educational attainment, abilities of children and family members, family’s immigration status, family’s religion, family’s home and preferred languages, parent’s sexual orientation, and the way that a family classifies its race and ethnicity.*

Thus, culturally competent teachers take time to know the families of the children in their classrooms and to understand their values and child rearing practices as well as their goals for their child. The teachers then are careful to recognize these values and practices and to provide continuity for children. Culturally competent teachers realize what research shows that a “color blind” approach is not productive and that instead they should recognize, promote, respect, and support differences between their students. Through interactions with families through home visits or time in the classroom, teachers can begin to experience, understand, and value a family’s practices and begin to incorporate them to support a child’s learning.

School and center leaders are also important in setting the tone for culturally competent practices. The National Association for the Education of Young Children (NAEYC) Pathways to Cultural Competence Project has developed two connected checklists to assist teachers and their educational leads in developing and maintaining appropriate practices. The checklists and a further description of the project can be found at: [http://www.naeyc.org/files/naeyc/file/policy/state/QBCC\\_Tool.pdf](http://www.naeyc.org/files/naeyc/file/policy/state/QBCC_Tool.pdf)

### ***What does effective professional development look like?***

Teaching staff and educational leaders are provided with the guidance and support they need to deliver the highest-quality services to children and families. The goal is to support children and help all teachers and supervisors reach their full potential as educators and professionals.

There are multiple domains for professional development and these should be addressed for all levels of staff with teaching staff, teacher supervisors (center directors, site supervisors, principals), coaches, and coaches of coaches.

For teaching staff these domains include:

- Mastery of the chosen curriculum model.
- General effective Early Childhood Education (ECE) practice as measured by tools such as the Early Childhood Environment Rating Scale-Revised (ECERS-R) or the Classroom Assessment Scoring System (CLASS).
- Reliable administration of the assessment system (screenings as well as the performance-based ongoing system).
- Effective family engagement (including home visits, parent teacher conferences, home-learning activities, and other parent communication).
- Meeting the needs of all children through differentiated instruction (addressing challenging behaviors, working to set Individualized Education Plan (IEP) goals in the natural environment, supporting dual language learners in home language and English acquisition, etc.).

For center directors or teacher supervisors the domains of learning include all of the above, plus principles of adult learning, personnel management, the reflective coaching cycle (see below), reliability on the classroom observation tools (e.g., ECERS-R, CLASS), data-driven decision-making, and fiscal management.

For coaches of coaches, skill in helping others coach should be added as well as delivering effective workshops and expertise in the curriculum model and related professional development.

### ***Reflective Coaching***

Regular and intensive coaching of teachers and their supervisors is increasingly recognized as a necessary component of professional development to improve classroom practices.<sup>82</sup> The most widely used and researched method is the reflective or cognitive coaching model designed to develop teachers while also improving program quality.<sup>83</sup>

Coaching models tend to have activities designed to enhance the relationship between the teacher and the coach combined with direct observation, reflection/discussion, and modeling of practices.<sup>84</sup>

***What does Reflective Coaching look like? Case Study of Acelero Learning Head Start***

Acelero Learning improves educational opportunities for young children by working with local affiliates to improve the delivery of Head Start programs in their communities. Acelero Learning classrooms have demonstrated children's pre and post gains that are twice the national average for other Head Start agencies and equivalent to those in state preK programs. This model is similar to practices implemented in New Jersey, Washington, D.C., and Boston.

In this professional development model, all teaching teams participate in a coaching cycle, typically with a coach or supervisor, at least once a month.

- Cycle begins with agreement on a focus based on the specific needs of that teacher or teaching team primarily drawn from CLASS data or a locally developed teacher evaluation rubric.
- During the observation, the coach videotapes the activities and makes detailed notes. This is followed by independent reflection on the activity by the teacher and the coach in preparation for the coaching conference where reflections are compared and specific next steps for improvement are developed.
- New teachers and struggling teachers are coached on a weekly basis.
- An education coordinator or professional development specialist visits the center at least bi-monthly and completes at least monthly a "coaching of coach" session in which they observe each center director/on-site coach complete a coaching cycle and then they conduct the same type of reflective conference with the on-site coach to support improvement.

Two tools are essential for this process: structured classroom observation tools such as ECERS-R or CLASS and a teacher evaluation rubric designed for professional development, coaching, and evaluation. The rubric should clearly articulate the research-based expectations for being a successful teacher, and provide teachers with a developmental path for specific components of their work. Scores on these tools can be used to group teachers for targeted and tiered professional development. Professional development workshops and other group training can focus on specific areas of skill development where the teacher has a specific need, allowing for differentiated professional development for small groups of teachers.

**Local Context**

**The Washington State Training and Registry System (STARS).** This system for licensed child care providers includes the following ongoing/annual continuing professional development training requirements:

- Child care directors, program supervisors, and lead teachers must complete 10 clock hours or one college credit of continuing education annually.
- The director and program supervisor must have 5 of those 10 hours in program management and administration for the first two years in their respective positions. Each additional year, three of the ten hours required must be in program management and administration.
- Continuing education must be delivered by a state-approved trainer, or consist of training that has been department-approved through Managed Education and Registry Tool (MERIT).

**Professional Registry: MERIT.** Managed Education and Registry Tool (MERIT) is a centralized staff database and registry that tracks individual staff educational and professional achievements. Once registered, individuals have a professional record in MERIT that creates an employment history over

time and verifies educational credits/credentials. The professional record is “portable” and can be shared with potential employers. Staff must establish a record and have their education verified in MERIT to participate in Early Achievers. As more early learning staff throughout Washington participate in MERIT, the state will gain workforce data that will be invaluable to understanding how best to support the advancement of early learning professionals.

**Core Competencies and Career Lattice.** The Washington State Core Competencies for Early Care and Education Professionals were developed in 2009 and serve as a resource and framework to outline the knowledge and skills professionals need to provide quality care to young children. The Core Competencies are organized in eight content areas that align with common content areas used in early learning settings:

1. Child Growth and Development
2. Health, Safety and Nutrition
3. Curriculum and Learning Environment
4. Interactions
5. Ongoing Measurement of Child Progress
6. Program Planning and Development
7. Families and Community Partnerships
8. Professional Development and Leadership

The Core Competencies were developed by the statewide Professional Development Consortium, a diverse group of early learning stakeholders and experts.

The Washington State Career Lattice for Early Care and Education Professionals is a series of 15 steps which represent increasing levels of training and educational advancement in the early learning field. The levels on the lattice align with the Core Competencies. When early learning staff establish a professional record in MERIT and have their education and training verified, they are eligible for increasing monetary awards aligned with increasing levels of the lattice. The Race to the Top Early Learning Challenge grant provides the funding for awards available to individuals who attain placement on the Career Lattice.

**Professional development benefits and services available through Early Achievers.** Programs/facilities that participate in the state’s quality rating and improvement system, Early Achievers, receive a variety of professional development supports, including:

- Technical assistance and consultation in preparation for ratings at Level 2.
- Coaching to support the site’s Early Achievers quality improvement plan at Levels 3 to 5.
- Annual quality improvement awards.
- Tiered reimbursement and child care subsidy contracts.

Early Achievers professional development services are provided by regional Child Care Aware offices. Coaches are hired by Child Care Aware, but trained and supported by the University of Washington (UW), which convenes regular trainings, seminars and reflective practice opportunities for coaches across the state. The UW developed a “Practice Based Coaching Framework” that is defined as “a cyclical process for supporting providers’ use of effective practices that lead to positive outcomes for children.”<sup>85</sup> The foundation for the coaching framework is adapted from materials developed to support coaching in Head Start. Although there is no minimum requirement for the number of coaching hours per program, coaches are funded in Early Achievers at approximately eight hours per month, per facility.

Early Achievers also provides financial support for professional development and career advancement. Various types of scholarships are available to support tuition, books, and release time (paid time off from work to attend trainings).

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**Professional development available through the Early Learning Academy.** The Early Learning Academy (ELA) is operated by the City of Seattle in partnership with Child Care Resources of King County. It provides professional development for preschool teachers and family caregivers so they can increase the number of children who enter kindergarten prepared to learn.

The ELA is providing 40 Step Ahead teachers with extensive training and coaching to be fully certified in the HighScope Curriculum for early learning. This training began in January 2014.

### Options

Offering comprehensive professional development with complementary coaching is clearly supported by the research literature and best practice. The following options could be implemented directly by Office for Education (OFE) staff or through a contractor(s). The advantage of housing the professional development/coaching element at OFE is the direct control over quality; while the advantage of using a contractor is that they are less likely to be influenced by political concerns and are typically more nimble in changing direction and hiring experts. Options for how to implement the PD system are as follows:

1. **Align with and augment existing PD systems (e.g., Early Learning Academy, Early Childhood Education and Assistance Program (ECEAP), Head Start, and Early Achievers).**
2. **Design and implement new PD systems that could be optional (with high expectations for provider quality if a provider opts out) or mandatory.** An incentive to participate could be added by providing training in approved curriculum models on an optional basis combined with a rigorous expectation for reaching teacher qualification standards combined with high scores on quality measures (e.g., ECERS-R and CLASS) as well as better than average child gain scores.
3. **Provide coaching (could be combined with 1 or 2) using one or more of the following delivery options:**
  - OFE staff
  - Outside contractor(s)
  - Center director as coach
  - Coaching of coaches

### Recommendations

- **OFE should directly provide professional development (PD) for each approved curriculum model.** Each approved curriculum model (see *Section 3.4 Curricula*) should have a cadre of expert trainers; coaches and coach of coaches who have been “certified” or “endorsed” by the curriculum model developer. These expert trainers—Preschool for All (PFA) coaches—would be employees of the City.
  - In the start-up years, the City could contract the training out to the model developer, but the contract should state a goal of being self-sustaining within three years (i.e., the model developers should train the local trainers to be able to continue supporting fidelity of implementation).
- **PFA Coaches should develop coursework and pursue credit for extensive, ongoing formal PD coupled with on-site support (reflective coaching) to teachers and center directors/program supervisors,** with the goal of having directors/supervisors develop these skills. Curriculum-specific cohorts of teaching staff and center directors/teacher supervisors should attend comprehensive professional development trainings. Arrangements should be made with local or online institutions of higher education for these *to be credit-bearing and counted toward a degree.*

This professional development should include training to mastery in the following:

- Implementation of the chosen curriculum model.
- General effective ECE practice as measured by tools such as ECERS-R and CLASS and including the learning environment and teacher/child interaction; best practices for domain learning in the early learning standards which should include understanding of child development by domain; and culturally competent practices as defined by the NAEYC Pathways to Cultural Competence Project.
- Reliable administration of the assessment system that include screenings as well as the performance-based ongoing system standards which will include understanding of child development by domain.
- Effective family engagement including conducting home visits, communicating child progress in parent teacher conferences, developing and documenting home learning activities, and other parent communication.
- Meeting the needs of young English Language Learners by supporting home language and English acquisition for dual language learners.
- Meeting the needs of all children through differentiated instruction, including children with challenging behaviors, and addressing IEP goals in the natural environment.
- **Within the cadre of PFA coaches, specific positions should be identified and filled with qualified professionals to provide expertise as inclusion specialists, bilingual education specialists, and experts in cultural competence and challenging behaviors.** These identified specialists would provide focused professional development trainings and consultation to other PFA Coaches in their area of expertise. (Note: This is the model used in New Jersey to ensure all children's needs are addressed.)
- **Intensive training should be offered for center directors/program supervisors to enable them to support teaching staff at their sites.** This professional development should include training to mastery in the following:
  - Principles of adult learning.
  - The reflective coaching cycle.
  - Reliability on the classroom observation tools (e.g., ECERS-R, CLASS) and curriculum fidelity measures.
  - Data-driven decision-making.
  - Personnel management.
  - Fiscal and other administrative management systems.
- **OFE should work with DEL to leverage existing state systems.** OFE should work with DEL to develop a Memorandum of Understanding (MOU) for accessing or coordinating with the Early Achievers funding to provide professional development and coaching support for providers, building on the Early Achievers framework developed by the University of Washington. PFA Coaches should be trained in the Early Achievers coach framework and should be able to support the providers in achieving higher levels of the quality improvement system. Leveraging and integrating Early Achievers coaching resources with PFA coaching will be especially important in the early years of implementation when the coaching needs may be more intense.

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In addition, consider how to integrate MERIT's functionality to support professional development, eliminating the need to build and maintain separate staff databases and registries. Since MERIT is relatively new, Seattle may also consider collaborating with DEL as it continues to build out and develop MERIT to increase the likelihood that it will be valuable to the program.

### Rationale

- **Simply augmenting the existing PD system would not ensure quality.** While this approach would be the least cumbersome and least costly option, it would leave to chance full participation and likely not ensure quality.
- **Situating all professional development in the OFE builds coherence and efficiency.** If an external agency is responsible for expertise in the curriculum model and professional development and coaching, duplication of expertise would be necessary at the OFE for general oversight and ongoing monitoring. Having one entity planning new initiatives and implementing them is more efficient.
- **The need for coaching may be more intense in the early years.** Many if not most teaching staff and site educational leaders will be learning a new curriculum and striving to meet high-quality standards. Thus, using outside coaches may make sense to augment the supervisor until a certain level of quality and fidelity of curriculum implementation is achieved. In New Jersey, this level was reached after three years of intensive training and coaching. However, the majority of the teachers had an ECE certification and were paid on par with the district teachers. A conservative approach would be to budget for outside coaches for four years while center directors receive coaching of coaches training.
- **Supervisors make good coaches.** Some believe that supervisors cannot be effective coaches but there is no research base for this and both types of coaching (by the supervisor or by another) are found in the literature. If outsiders serve as coaches there is the danger that teachers would get mixed messages from the coach and their center director/supervisor. All employees need to please their supervisors and that can actually motivate change.

In addition to the teacher-centered tools of reflective coaching and the teacher evaluation rubrics, effective professional development includes an intense focus on improving the skills of all educational leaders, and especially concentrating on the center director as the primary education leader in each center. An ongoing, intensive seminar or institute for center directors as educational leaders is needed to ensure that the quality in the classrooms is established and maintained. It is clear that many center directors do not have the expertise in early childhood education, adult learning and performance management, and business administration needed to be effective leaders. A seminar and methods to determine center directors' skills in practice should be a part of the professional development of the initiative. This comprehensive, ongoing professional seminar with content on understanding the child development and teaching necessary to meet Washington State Early Learning and Development Goals and on adult learning theories and practice should be combined with professional learning communities for center directors in which they share struggles and lessons learned about supporting teachers especially drawn from their own data and experience. A developmental rubric with benchmarks on coaching and business administration should be developed and used in ways that mirror the approach with teachers to ensure that center directors receive the differentiated professional development they need to successfully support the teachers.

- **Training to support the HighScope Curriculum already exists with the Early Learning Academy.** The Early Learning Academy (ELA) is operated in partnership with Child Care Resources of King County. It provides professional development for preschool teachers and family caregivers on the HighScope Preschool Curriculum, one of the recommended curricula (see *Section D Curricula*).
- **The State is using Early Achievers to align preschool efforts.** DEL is in the process of coordinating training and professional development efforts, including coaching models, across Early Achievers and ECEAP.
- **MERIT.** Since Early Achievers requires that early education facilities ensure all staff establish professional records in MERIT, the system would provide PFA with reliable data that the program can use to track and monitor professional development. MERIT verifies educational attainment (degrees) so the City or employers/PFA contractors will not have to re-verify information if staff have complete records in MERIT.
- **STARS.** Since STARS professional development requirements apply to staff in licensed child care settings (a recommendation in this Action Plan), these requirements should serve as a floor for early learning educators.

## 3.6 Appropriate Language Support

### Overview

#### *Key Findings*

- Learning two languages is as “natural as learning one.”
- Bilingualism has multiple strong benefits and English home language children will also benefit from learning a second language.
- Children who start kindergarten without English rarely catch up.
- Good preK is highly beneficial for dual language learners.
- Dual language learners are less likely to be in preK and if they are in preK it is often in lower-quality settings.
- There is commonly a mismatch between teachers and language/culture.

#### Research Overview

The majority of young English Language Learners are born in this country and their parents are clearly committed to staying here.<sup>86</sup> Only 5% of young children from immigrant families live in homes where no parent speaks English; however, 40% of immigrant parents report that they do not speak English well.<sup>87</sup> Lack of exposure to fluent English may be compounded by other limitations, given that parents who speak limited or no English are less likely to read to their children in any language.<sup>88</sup> Also, low income parents have been found to provide less language stimulation of any kind to their children,<sup>89</sup> and young English Language Learners are more likely to be from low income homes.<sup>90</sup>

#### *Can children learn two languages at once?*

Children under the age of 5 are capable of learning two languages simultaneously and the process is as “natural as learning one language.”<sup>91</sup> Studies of older children and a few studies of very young children indicate that supporting dual language learning in contrast to English immersion may improve children’s learning in English and certainly does not impede it.<sup>92</sup>

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Neurological and cognitive science research is beginning to show that there are clear cognitive benefits to bilingual proficiency that may be evident in more efficient brain functioning.<sup>93</sup> In addition to improved meta-linguistic awareness, bilinguals have faster reaction times when there are competing demands for attention and these are manifested across multiple skill areas including language, phonological awareness, writing, reading, quantity, spatial concepts, creativity, and problem solving.

In addition, research on academic trajectories shows that children who begin kindergarten bilingual proficient perform as well or better than those who begin with only English. With some variation by home language and family income level, children who begin with only a language other than English do not catch up with their peers by the end of elementary school.<sup>94</sup>

### *What effect does preschool have on English Language Learners?*

The number of children who are English Language Learners (ELL) and attend state-funded preschool is growing but they are still less likely than English speakers and other minority groups to attend any child care setting outside of the home.<sup>95</sup> Survey research reveals that these lower attendance rates are related to lack of knowledge of the programs or lack of access and not, as is commonly assumed, that the parents do not want their children to attend preschool.<sup>96</sup> Growing evidence indicates that English Language Learners benefit more than others from effective preschool education.<sup>97</sup>

Young dual language learners who attend out-of-home programs are more likely to be served in lower quality settings;<sup>98</sup> and evidence indicates that their teachers are not likely to speak their home language<sup>99</sup> nor are they trained in strategies to support dual language acquisition.<sup>100</sup> Research findings also indicate that English immersion programs for children this age can lead to a loss of the home language, especially if the home language base is not strong.<sup>101</sup>

Clearly, having a teacher who is bilingual facilitates dual language instruction<sup>102</sup> and may improve learning in English as well as in the home language.<sup>103</sup> However, looking across the available data sources, it is evident that most children who speak a language other than English at home do not have a teacher who speaks their language or who has specialized knowledge in how to support English language learning for young children.<sup>104</sup> This lack of expertise makes it especially surprising that teacher preparation programs rarely offer substantive coursework in linguistic and cultural diversity.<sup>105</sup>

### *What types of assessments are available?*

Current assessment measures and procedures for young English Language Learners are inadequate. Assessments are often unavailable in languages other than English and then typically only in Spanish. Test construction rarely takes into account the child's knowledge base across both languages and is often simply a direct translation of English tests, which does not account for major structural differences in languages, dialectical variations within languages, or the fact that the order of acquisition of specific vocabulary and grammar may differ across languages. Add to this the difficulty of matching language of assessment to language of instruction and the complexities of this issue become clear.

## Local Context

The proportion of children under the age of 5 who live in homes where a non-English language is spoken is rapidly increasing. The overall child population speaking a non-English native language in the U.S. rose from 6% in 1979 to 14% in 1999 and the number of language minority students in K-12 schools has been recently estimated to be over 14 million.<sup>106</sup> The representation of English Language Learners in U.S. schools has its highest concentration in early education.<sup>107</sup>

In the City of Seattle, the largest school-age minority language group is Asian and Pacific Islander languages at 12%; 6% speak Spanish; 4% speak Indo-European languages; and 7% of school-age children speak other languages, including East African languages.<sup>108</sup> In addition, approximately 18% of Seattle

Public Schools kindergarten students are English Language Learners.<sup>109</sup> To reflect this linguistic diversity, there are a number of programs at preschool and K-12 levels that serve dual language learners:

- There are several dual language and immersion preschools in Seattle in French, German, Japanese, Mandarin, Spanish, and Farsi. Hoa Mai Vietnamese Bilingual Preschool will be the city's first Vietnamese-English preschool and is scheduled to open in fall 2014.
- Seattle Public Schools has four International Elementary Schools that offer dual language immersion programs (Concord – Spanish; Beacon Hill – Spanish and Mandarin; and McDonald and John Stanford – Spanish and Japanese).

In addition, as a strategy to share their expertise with child care programs participating in Early Achievers, some local preschool providers receive contracts from the Department of Early Learning (DEL) to be Early Achievers Training Resource Centers and share their dual language resources, trainings, and other supports with surrounding Early Achievers child care sites. These services are just beginning in 2014 and so their impact/effectiveness is yet to be determined.

## Options

- Allow bilingual programs to emerge and provide incentives and professional development (PD) supporting English language learning.
- Increase provision of high-quality dual language preschool. Dual language programming is rarely available for young children even though research indicates the benefits of bilingualism for all home languages including English. Program and learning standards should be established that enhance dual language acquisition. There is a scarcity of high-quality, affordable programs in many English Language Learner (ELL) communities. ELLs have language and cognitive development needs in the preschool years that can be effectively harnessed through appropriate programming.<sup>110</sup> Language plays a prominent role in the mediation of cognitive and social development, and in addition, the literature indicates that bilingualism can be developed most effectively during the early years and children who enter kindergarten proficient in two languages have a much better chance of academic success. Yet dual language programming is rarely available at this or later ages, and opportunities for developing English and enhancing the home language are lost.
- Incorporate dual language programming using successful methods which include systematically introducing and supporting within the classroom both languages for children who speak English at home or whose home language is not English in one of the following ways:
  - Employing at least one teacher or assistant teacher who is bilingual, preferably both.
  - Implementing two-way immersion procedures in which classrooms rotate from English-only instruction to home language only; some programs vary different parts of the day such as morning in one language and afternoon in another and others rotate daily or even weekly. This method is particularly practical where there are not enough qualified bilingual teachers.
  - Bringing in home-language teachers on a regular basis, typically daily, to teach in the home language.
  - Employing bilingual resource teachers for sets of 4 classrooms who can provide one hour of "instruction" in the home language in each classroom at least daily while providing teachers with breaks. In this way, each teaching staff member is in the room with the bilingual resource teacher for 30 minutes and the costs of the bilingual resource teacher is partly offset by the cost of the relief teacher being replaced.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

- Educate and hire qualified bilingual staff. Give priority to providers who employ highly qualified bilingual, bicultural staff who can help students bridge the transition from home to school and who can serve as liaisons with the community.
- Where adequate numbers of qualified bilingual teachers and staff are not available, scholarships should be provided for underqualified early childhood teachers and members of the language minority communities to obtain a teaching credential in early childhood education, especially if it specializes in bilingual education. These scholarships should be implemented with support for non-traditional students to successfully negotiate the higher education system.
- Scholarship and in-service programs should be developed that cater to the current teaching work force to increase their facility in the languages spoken by the children in their classrooms.
- Provide pre-service and in-service education on dual language acquisition and effective teaching practices. Even when teaching staff are available who speak the language of the children in the classroom, they have rarely been trained in how to support dual language acquisition. Office for Education (OFE) should have on staff at least one Preschool for All (PFA) Coach who is a specialist in bilingual or ELL education to provide professional development to teachers in effective services for ELLs and their families. In addition, the professional development provided to teachers should include training in linguistic development as well as specific teaching strategies for dual language learners.
- Support home language family engagement. Programs should ensure that parents are provided support to understand the importance of maintaining the home language and of their involvement in their children's education from an early age. Programs should have at least one staff member who speaks the language of the parents, and where this is not feasible due to the low incidence of the specific language, find a resource to provide translation to the parents. In addition, parent programs should be responsive to the cultural differences of their families and tailor parent involvement and parent education accordingly.
- Implement appropriate assessment measures for dual language of instruction classrooms. If the purpose of the assessment is to determine the effectiveness of instruction then it is necessary to use an assessment measure that matches the language or languages of instruction. Children in dual language classrooms should be assessed in both languages and children in English-only classrooms should be assessed in English. However, if the child's content knowledge, in addition to language ability, is of interest then an assessment of knowledge in both languages should be used. Information from standardized assessments, which have norms established on the appropriate population, should only be used in combination with ongoing curriculum-embedded assessments which include parental input on the child's skills.
- Develop and implement bilingual education and cultural competence program improvement plans. Provide support for preschool programs to develop bilingual education and cultural competence program improvement plans.

## Recommendations

- **Fund dual language classrooms using any of the models described above and provide additional funding to support these models.** Languages supported should be representative of the Seattle population. In addition, dual language programs that support written languages should have priority given their salience for literacy development. The population of the dual language classrooms should include English home-language children so that all children are afforded the opportunity to learn two languages. We recommend that parents have options for classrooms in which to enroll their child; parents who do not want a dual language option, or who do not want their child to learn the home language that is offered in one program, should have other options available to them.
- **Fund education for and hire bilingual staff—pay premiums at all levels if staff are certified in bilingual education.** Teachers who can provide high-quality preschool teaching in both the home language of a large proportion of the population and English will likely be scarce. Higher salaries (increase base by 10%) would provide incentives for qualified staff to apply or remain and for those who do not meet the qualifications to attain them.
- **Assess students in the languages of instruction where tools exist.** Since child assessments will be part of the ongoing continuous improvement system as well as the overall program evaluation, it is necessary to assess whether children are making progress in all languages of instructions.
- **Assess quality of supports for bilingual acquisition.** Classroom assessment tools are emerging that assist programs in assessing and improving the provision of supports for home language acquisition as well as English. Strategies for supporting English language learning children differ to some degree from other teaching strategies and should be observed as part of the continuous improvement cycle.
- **Develop or adapt tools to assess cultural competence of staff to inform professional development.** This could be developed by the PFA Coach in cultural competence and administered as part of ongoing coaching by the site supervisor/center director or the PFA Coach. The checklists developed by the National Association for the Education of Young Children (NAEYC) Pathways to Cultural Competence Project could be adapted for this purpose (see *Section 3.5 Staff Professional Development Requirements* for more information).
- **Consider building upon the current Early Achievers Training Resources Centers** to help programs share tools, strategies, and expertise regarding support for language acquisition for dual language learners.

## Rationale

**Bilingualism can be developed most effectively during the early years.** Language plays a prominent role in the mediation of cognitive and social development, and in addition, the literature indicates that bilingualism can be developed most effectively during the early years and children who enter kindergarten proficient in two languages have a much better chance of academic success. Yet dual language programming is rarely available at this or later ages, and opportunities for developing English and enhancing the home language are lost. English home-language speakers should have the opportunity to become bilingual as well given the numerous advantages it bestows.

Children that are learning other languages besides English and their home language experience benefits as well. Multilingualism produces a special advantage in utilizing a person's brain capacity as creatively as possible.<sup>111</sup> However, if parents do not want a dual language option or want their child to focus on English and their home language, they should have options for classrooms in which to enroll their child.

## 3.7 Meeting the Needs of All Children through Differentiated Support

### Overview

#### Research Overview

##### *Key Findings*

- All children, including those with special needs (e.g., with Individualized Education Plans (IEPs), children in foster/kinship care or other areas of the child welfare system, etc.) benefit from attending preschool in typical settings with supports (e.g., smaller ratios, curricular adaptations, case conferencing, and family engagement).
- All teachers, regardless of specialized certification, have the capacity to improve how they work with children.
- Consultation models can be effective for children with special needs served in inclusive environments.
- Some children benefit from self-contained settings that are striving to prepare them for transition to the typical environment.
- With sufficient culturally relevant and inclusive supports, all children can achieve success.

##### *Who might need additional supports?*

For the vast majority of children, high-quality preschool in small classes taught by well-prepared teachers who implement a well-designed developmentally appropriate curriculum model is effective without extra services. However, there are children who exhibit challenging behaviors or developmental delays or are at risk for developing them due to a wide variety of circumstances. These circumstances might include homelessness, untreated maternal depression, neglect, physical abuse, or others.

Children with special health care needs may also need additional support. This includes children with diabetes, mobility challenges, feeding tubes, asthma, or allergies.

For all children, decisions regarding which setting and what supports are needed must be carefully and systematically planned with the first choice always being the typical setting for other children of the same age with appropriate supports so that the child can be successful. For children with identified disabilities as set out in the Individualized Education Plan, the aim is to provide these supports such that

the child can be served in the “least restrictive environment” (LRE). The LRE is defined in federal law as follows:

*To the maximum extent appropriate, children with disabilities, including children in public or private institutions or other care facilities, are educated with children who are not disabled, and special classes, separate schooling, or other removal of children with disabilities from the regular educational environment occurs only when the nature or severity of the disability of a child is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily. (IDEA, Title IB 612a5).*

### **What are challenging behaviors?**

Behavior is a form of communication that we all use to express our needs. Early childhood educators are concerned about the social-emotional development and challenging behaviors of young children and the ways in which these children are often treated as the problem. Expulsion rates in preschool of children that exhibit challenging behaviors have been estimated at three times that of the K-12 system and some evidence shows expulsion rates are even higher for children of color in the K-12 system<sup>112</sup> implying extremely high rates of expulsion for children of color in preschool. Prevalence rates of preschoolers exhibiting moderate to severe challenging behaviors range from 10% to 21%.<sup>113</sup> Behaviors can be external (e.g., real or perceived aggression, defiance, destruction of property) or internal (e.g., social withdrawal).<sup>114</sup>

### **What works?**

For over three decades, researchers have studied an array of practices intended to promote social and behavioral competence. Children who are socially competent interact well with others, even during difficult situations, and are less likely to exhibit challenging behaviors.<sup>115</sup> The research suggests the need for a continuum. The continuum of practices includes environmental supports to promote peer engagement and interaction, instruction focused on teaching new social skills, and teacher practices that support social behaviors.<sup>116</sup> The model should be instituted classroom-wide, recognizing that children will be at different levels.

An example of a classroom-wide model is the Teaching Pyramid.<sup>117</sup> This pyramid provides universal strategies to support social-emotional development and prevent challenging behaviors. In this tiered model the intensity of intervention increases based on the severity of a child’s need while also allowing all children to remain together in the same learning environment.

For children that demonstrate persistent challenging behaviors, research has shown the benefit of individualized Positive Behavioral Supports (PBS).<sup>118</sup> Understanding the underlying cause of the behavior is critical to providing support. Implementation of PBS involves a team consisting of at least classroom teaching staff, a behavior support specialist, and the family, and involves the development of a behavior support plan. Family members participate in the assessment and problem-solving process to create individualized positive behavior support plans for their children. Support plans generally have three components:

- Strategies to prevent occurrence of the challenging behavior.
- Teaching children new skills to use in place of the behavior.
- Responding to children in a way that supports the use of these new skills and does not maintain the challenging behavior.

The process is designed to be positive and not punitive. The goal is to reduce the likelihood of the challenging behaviors occurring and to strengthen appropriate behaviors and skills, which in turn should increase positive peer interactions and meaningful learning opportunities.

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### *What about children with special health care needs?*

Children with special health care needs should not be denied services. Staff will need training around these needs and a classroom accommodation plan, created in coordination with the Public Health Child Care Team, may need to be in place to ensure adequate support. (Specific recommendations are in *Section 3.9 Health Support*.)

### **Local Context**

There is very limited local data on the number of children in challenging circumstances. During school year 2009-10, there were approximately 310 students experiencing homelessness in kindergarten through 3<sup>rd</sup> grade, representing under 2% of total students.<sup>119</sup> Approximately 8% of Seattle Public Schools (SPS) kindergarten students receive Special Education Services.<sup>120</sup>

The Program Quality & Capacity Workgroup, convened by the City of Seattle and encompassing early learning providers, City staff, and representatives of other early-education related organizations, discussed promising practices related to hard-to-reach families. The group noted a number of existing resources such as Seattle Public Schools' developmental preschools, home visiting programs, Play and Learn Groups, family support workers and advocates, Child Care Resources' outreach to families experiencing homelessness, Childhaven's services for children that have been abused, neglected or are at-risk, and Wellspring's services for children experiencing homelessness.

The workgroups raised two concerns related to adequately supporting inclusive classrooms. The first is related to the Child Find process. Child Find is the process used by Seattle Public Schools to locate, identify, and evaluate children with disabilities and developmental delays to ensure that they receive the services to which they are entitled. However, the workgroups reported that getting children through the process in a timely manner has been a challenge with long wait times and difficulty scheduling appointments.

The second challenge is around how to support children that do not qualify for services through the Child Find process, but still have behavior, developmental, mental health, or other challenges that would benefit from support, even if they are not deemed acute enough to qualify. Children who qualify for part-day services, but participate in full-day programs will also benefit from supports throughout the day. The workgroup stressed that providing adequate support is key to the ability to have inclusive classrooms.

### **Options**

1. Provide tiered services that range from self-contained to integrated classrooms. Tiered services for children in need of further support would range from self-contained settings with intensive interventions for children that have been abused or neglected to Seattle Public Schools developmental preschools to specialized consultation models provided by therapists or other experts directly to teachers and parents such that they can directly provide interventions to ensure ongoing support.
2. Reduce class size and/or provide extra support (e.g., co-teaching model, specialized consultants) for classrooms that serve 25% to 33% special populations (e.g., students experiencing homeless, refugees, in the care of protective services, having Individualized Education Plans (IEPs), etc.).
3. Develop expertise in inclusion practices: pre-referral and intervention teams who help with prevention, development, and implementation of action plans.
4. Fund programs to provide self-contained, direct services as well as consultation to teachers in integrated settings.
5. Negotiate with Seattle Public Schools to ensure therapies are provided in the natural environment so that children can remain in their original program as much as possible.

## Recommendations

- **Make a “zero expulsion” policy the standard** for all Preschool for All (PFA) classrooms at all contracting PFA providers. Supports should be available to providers to effectively meet the needs of children with challenging behaviors through expert consultations and coaching. For example, the Center on the Social and Emotional Foundations for Early Learning has developed modules on Teaching Social Emotional Skills and Tools for Developing Behavior Support Plans.
- **Provide additional resources for children who may need more intensive supports** (e.g. children experiencing homelessness, children with an IEP, children in foster/kinship care or other areas of child welfare system, and others), including reduced class sizes and other interventions.
- **Fund programs that serve specialized populations** such as children in the child welfare system to expand provision of direct services if the program meets all standards including using the curriculum models chosen. If Office for Education (OFE) cannot employ PFA Coaches with expertise in specific needs, then consider contracting with the experts in these programs to provide on-site consultation to teachers in integrated PFA settings. This should be done in concert with the PFA Coaches.
- **Develop a Memorandum of Understanding with SPS and other local entities** outlining the roles that the district, OFE, PFA providers and other specialized providers would assume to ensure quality in a continuum of services for children with disabilities. Negotiate to ensure that therapies are provided in the natural environment so children can remain in their original program as much as possible.

## Rationale

**Inclusion has important educational and social benefits for all children.** The provision of full access to preschool will provide far greater opportunities for children with disabilities or other special needs to be educated in an inclusive setting with their peers and to have access to all the resources necessary to address their individualized needs. PFA providers should lead the way in implementing a visionary approach to preschool special education that is inclusive and benefits all children with appropriate supports to address individual needs, according to the individualized education program.

## 3.8 Family Engagement

### Overview

#### Research Overview

##### *Key Findings*

- Children’s parents are strong predictors of their school success.
- Most family support interventions have shown only modest or no effect.
- Awareness of children’s needs motivates parents.
- Specific and intentional activities done in the home have shown promising results for children’s outcomes.
- Family-to-family networks have shown promising results for child outcomes.
- Ameliorating critical family stressors, such as homelessness, unemployment, or depression, is also effective, but this is not something preK staff can do.

***What are the links between family characteristics and children's development?***

Despite years of federal and state efforts to level the playing field for all children, the preponderance of evidence indicates that family characteristics and the neighborhood that they grow up in remain the strongest predictors of health and developmental outcomes. While zip code is not destiny, given a child's zip code, researchers can predict trends in children's development and learning outcomes with some accuracy.<sup>121</sup> In addition, scholars have shown clear links between family characteristics and children's development. When families are better off economically, mothers are more likely to have higher levels of education, and children are more likely to grow up in stable, two-partner families, and have better developmental outcomes.<sup>122</sup> Children whose families live near or below the poverty line are subject to the well-documented effects of economic hardship, including health problems and developmental delays, particularly when this hardship is persistent and enduring. Studies that control for other family characteristics have found that the effect of family income on intelligence and verbal test scores at ages 2, 3, and 5 remain quite large.<sup>123</sup>

At the same time, research confirms that all parents, regardless of socioeconomic status or background, can engage in and successfully support their children's learning. Families that believe that their engagement matters and understand why engagement is important appear to have a more significant impact on their children's outcomes.<sup>124</sup> Engagement strategies that help families understand their children's developmental pathways and their role in their children's learning further enhance this feeling of family efficacy and provide families with a clear rationale for their engagement. Emerging family engagement models that share data on the achievement gap and provide families with specific strategies to close it seek to create urgency around the partnership between families and early childhood programs to collaboratively support children's development and school readiness.

***What types of parent/family involvement activities make a difference?***

A recent meta-analysis of research conducted over the past 10 years also suggests that some types of family involvement activities have more impact than others.<sup>125</sup> For example, studies suggest that family involvement in learning activities at home may have more impact on children than family involvement at school.<sup>126</sup> In addition, specific and concrete family involvement in learning activities may have more impact on targeted child outcomes (for example, literacy activities) than more general involvement. Interventions such as the Chicago preK "Backpack Project," which provide specific hands-on activities, books, and games that parents practice in groups and are invited to take home each month, have demonstrated significant impact on children's school-readiness outcomes.<sup>127</sup>

A body of research also suggests that family environments and family processes impact children's development. Children growing up in chaotic home environments have been shown to have poorer developmental outcomes, as have children who reside in homes with harsh, authoritarian disciplinary practices.<sup>128</sup> While parenting education classes have typically been included in Head Start and other comprehensive early childhood environments to strengthen parent/child interactions, a recently completed meta-analysis of early childhood parenting education interventions found that parent education programs that did not include time for practice, modeling, and feedback (i.e., provided information only) made no difference in improving child outcomes. Conversely, targeted, high-quality opportunities for parent practice showed significant impact on children's cognitive skills.<sup>129</sup>

***How can we support children experiencing trauma or other stress?***

We also know that a smaller subset of children living in family environments impacted by high-risk behaviors and circumstances, such as residing with a parent experiencing depression or addiction, or having a domestic violence experience, have significantly higher rates of poor health and developmental outcomes.<sup>130</sup> The growing literature on the impact of toxic stress on young children's development

suggest that cross-sector service coordination strategies that identify these families early, and provide more intensive support, may be needed for these more vulnerable children to achieve healthy developmental outcomes. The use of assessment tools in early childhood or primary care environments to identify children and families exposed to high levels of trauma is showing promise in earlier identification and support to ameliorate the potential negative impacts on young children.<sup>131</sup>

### *How can we better support parents?*

Rodríguez-Brown reviews the research on barriers to home-school communication and engagement with linguistic minority parents.<sup>132</sup> In addition to the obvious language impediments that may exist, some parents have concerns about their lack of formal education that may interfere with engagement with schools. Often immigrant families have great respect for teachers and are interested in their children's schools. At the same time, they may view their role in their children's upbringing as different than that of the school, and possibly not valued by teachers. For example, Rodríguez-Brown found that many parents who are not English proficient are less likely to engage their children in activities that are associated with gains in learning, such as book reading and playing number games. Some research indicates that families appreciate explicit directions in how to assist their children and participate in the school.

Family engagement strategies that promote family-to-family networks have shown promise in positively impacting child outcomes. A recent study of parents engaged in family-to-family network associated with early childhood programs in New York City showed unanticipated gains in child developmental outcomes without additional family engagement interventions or activities. Similarly positive child outcomes are being demonstrated by a cohort approach to career training programs for Head Start parents in Tulsa.<sup>133</sup> The highly regarded Connecticut Parent Leadership Training Institute (PLTI) demonstrated positive benefits through its mixed-income approach to engaging community members to become early childhood program and policy advocates for their children and communities. (See [PLTI website](#) for description and results.)

### **Local Context**

Preschool programs in Washington State have a long history of including family engagement services as an integral part of a "comprehensive" preschool experience. This is especially true for Head Start and Early Childhood Education and Assistance Program (ECEAP) which have family support staff and program governance structures dedicated to engaging families.

Head Start family support workers provide home visits, as well as referrals to community resources, housing, food, and parent education. Support workers frequently speak parents' home languages and provide a cultural connection. However, these are examples of the broad, unfocused approaches that research shows have generally not been found to be successful in raising child outcomes.

In 2013, the City launched Read and Rise, a two-year pilot program offering training workshops for parents to help them better support their children as they learn to read. The program provides reading materials and training curricula for parents to take home. Focused on literacy, the program emphasizes the importance of reading and speaking to children in the home language as well as English.

In addition, several local early childhood centers, libraries, and community centers sponsor Kaleidoscope Play and Learn, a program for parents and caregivers. This facilitated program is designed to support development of children's school readiness skills and provide education and support for parents and caregivers.

In addition, Early Achievers quality rating system awards points for the following activities related to family engagement:

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- Completing a modified Strengthening Families Self-Assessment (director/owner).
- Providing a Plan of Action based on the Strengthening Families Self-Assessment.
- Providing evidence of continuous feedback and improvement (Plan of Action).
- Having a parenting support and education program in place (e.g., Incredible Years, Triple P Parenting, Center on the Social and Emotional Foundations for Early Learning (CSEFEL) parenting modules, Parents as Teachers, etc.).
- Providing information about community-based programs available for referrals for parents in languages represented in the facility (e.g., mental health support programs, Child Find, medical and dental resources, etc.).
- Providing evidence of transition plans/policies in place for changes in settings and providers.
- Partnering with parents to determine perception of child strengths and needs.

### Options

- Provide comprehensive family support services as options for families, with family engagement specialists funded at each center or centrally (at Office for Education (OFE) or Human Services Department). Extensive training would be necessary to ensure that interventions for families would be differentiated to support those families most in need of support.
- Provide school readiness workshops for parents, hold parent teacher conferences and other parent events, and communicate to all families. This provides the most basic parent engagement.
- Focus on home learning activities that are directly tied to curriculum ("Backpack Project" model or "Read and Rise").
- Pilot "social capital" models that facilitate parents' development of partnerships and supportive relationships with other parents, such as carpools to enhance attendance, or swapping child care to enable parents to attend school.
- Develop cross-sector service coordination for referrals for the families in crisis coordinated by the OFE or the Human Services Department.

**The Backpack Project** is a Chicago Public Schools (CPS) Head Start initiative designed to increase parents' at-home educational engagement with their children in preschool. Once per month during the school year, backpacks containing books, games, and activity guides directly connected to the classroom curriculum are sent home with 575 preschoolers enrolled in 29 participating classrooms. Depending on a family's home language, the backpack items are in English or Spanish. The items are selected to enhance children's early learning and at-home interaction with parents and revolve around one of ten preschool-relevant themes: Family, Feelings, Independence/ Self-Confidence, Early Literacy (I & II), Home Safety, Dental Health, Body Awareness, Nutrition, and Outdoor/Car Safety. The themes also build on the CPS Virtual Preschool Program.

Parents of these preschoolers are invited to free, monthly workshops held in the schools and led by paid consultant trainers. The purpose of the workshops is to introduce the backpack themes and also provide parents with concrete advice about how to use them with their children. All classroom staff involved in implementing this program element receive support in the form of an initial orientation/planning meeting and ongoing quarterly meetings. The Backpack Project has produced modest gains in language and literacy beyond those of the preK program.<sup>134</sup>

## Recommendations

- **Prioritize a universal family engagement approach** that integrates intentional parent/child activities that promote school readiness as a foundational strategy.
  - **Adapt a version of the Backpack Project or the “Read and Rise” pilot** with home learning activities tied to the chosen curriculum models and supported by monthly parent workshops provided by teachers and site supervisors with support from PFA Coaches. Most of the recommended curriculum models include home learning activities that can be easily modified for this initiative.
  - **Create opportunities for modeling and parent practice** through workshops around school readiness, social-emotional development, nutrition, and other topics that allow families to support one another and build a school culture that sets expectations for family engagement in their children’s development. These would be provided by the site supervisors but developed by PFA coaches.
- **Develop cross-sector social service coordination for referrals for families in crisis.**
- Build on Early Achiever’s Strengthening Families framework to **increase all providers’ understanding and foundational knowledge about the importance of parents and families in children’s lives and impact on child outcomes.** Provide parents with access to parenting curricula such as Incredible Years, Triple P Parenting, Center on the Social and Emotional Foundations for Early Learning parenting modules, etc.
- Create a **family engagement grant fund** that could be used by providers to design, develop, and provide family engagement activities. Providers could submit proposals to OFE and receive resource support, as well as consultation by OFE coaches and staff in the Communications and Outreach unit. This could also include opportunities for PFA programs to partner with existing Head Start and ECEAP programs to share family engagement services (e.g., parenting classes, family-to-family networks, etc.).

## Rationale

Given that the majority of efforts to improve child outcomes through parent involvement programs have not been proven effective in increasing child outcomes, it makes sense to focus on the specific activities that have proven successful and to test those that seem promising. (Note: If carefully constructed within the design of the Outcomes Evaluation (see *Section 6.0 Outcomes and Evaluation*), a quasi-experimental study could be implemented at relatively low cost. These costs are not included in the financial model.) It is especially important and prudent in a preschool initiative aimed at all children to be cautious about implementing interventions for low-income families that have not even proven effective for that population. The potential benefit for all children of providing guidance on very specific activities tied directly to school readiness and the curricular activities being implemented in the child’s classroom is compelling.

## 3.9 Health Support

### Overview

#### Research Overview

##### *Key Findings*

- Healthy children are more likely to be ready for school; they are less likely to be absent and more likely to pay attention and learn while in school.
- Early education programs can also have long-term health impacts through a focus on children's cognitive, social-emotional, and self-regulation development.
- Early childhood programs can play a role in ensuring parents access health screenings and health care for their children.
- There are increasingly fewer uninsured children in the United States; however, this percentage is higher for children of color.
- Lack of parental awareness of the importance of dental care is a major impediment of children receiving care.
- Toxic stress is highly predictive of future problems.
- Healthy food habits are formed in early years and early obesity is predictive of future obesity.

##### *What is the impact of children's health on learning and outcomes?*

Health in the earliest years lays the groundwork for a lifetime of vitality. When children grow up in an environment that fosters positive early experiences, they are more likely to thrive and grow up to be healthy adults. Healthy children are more likely to be ready for school; they are less likely to be absent and more likely to pay attention and learn while in school. Sound health also provides a foundation for the construction of sturdy brain architecture and the achievement of a broad range of skills and learning capacities, including foundational capacities such as executive function and self-regulation. The absence of these skills has been associated with many negative consequences for children as they grow older, including higher rates of smoking, substance abuse, dropping out of school, teen pregnancy, and criminal activity.<sup>135</sup>

##### *What do we know about toxic stress?*

Early childhood programs have a significant and important opportunity to lay the foundations for life-long health by integrating classroom and family engagement strategies to reduce the impact of toxic stress and exposure to trauma on young children's development.<sup>136</sup> The growing evidence that significant adversity can produce physiological disruptions or biological "memories" that undermine the development of the body's stress response systems and affect the developing brain, cardiovascular system, immune system, and metabolic regulatory controls call for innovative cross-system collaborations that decrease the number and severity of adverse experiences that threaten the well-being of children and strengthen protective relationships that help mitigate the harmful effects of toxic stress.<sup>137</sup>

##### *How can early childhood programs produce better health outcomes?*

Early childhood programs can reduce the impact of negative stressors on young children's health and development through early screening, identification, and intervention of social-emotional and developmental concerns or disabilities. Programs such as Positive Behavioral Supports (PBS) and Second

Step, are designed to strengthen the social and emotional climate of classrooms, and to create nurturing and safe environments where children learn to trust and care for one another. Curricular models such as Tools of the Mind, Promoting Alternative Thinking Strategies (PATHS), and Head Start REDI (REsearch-based, Developmentally Informed), and professional development and consultation models such as the Chicago School Readiness Project have also been found to strengthen children's self-regulation.<sup>138</sup> In Washington State, a network of early childhood practitioners working in collaboration with national researchers through the Frontiers of Innovation network of the Harvard Center for the Developing Child are currently testing a variety of scalable early childhood program-nested strategies to strengthen child executive function and reduce the impact of toxic stress on young children.<sup>139</sup>

### *What role does screening play?*

These new emerging health priorities do not in any way negate the benefit that has been found in early childhood interventions focused on assuring Early Periodic Screening, Diagnosis, and Treatment (EPSDT) adherence for all participating children. Many early childhood programs have historically played a critical role in helping children access health and developmental screenings and health care. The Head Start program, for example, includes preventive dental care, a comprehensive health screening of children, tracking of well-child visits and required immunizations, and assistance if needed with accessing a regular medical home (a child having a primary care provider and care team, through which continuous, comprehensive and integrated care is provided). The program has been shown to increase child immunization rates.

### *What are the challenges for low-income families and communities of color?*

Despite better access, health disparities persist among low-income families and communities of color, including higher rates of chronic health conditions such as asthma and obesity among black and Latino children. For example, a recent study of preventive dental care among low income minority children in California revealed that while access to dental providers remained a barrier to care, lack of knowledge and understanding regarding the importance of preventive dental screenings for preschool children also contributed to evaluation and treatment disparities.<sup>140</sup> Lack of access to healthy, affordable food and physical spaces for outdoor play in many low income communities continues to create barriers to establishing life-long patterns of healthy living when children are young—a time that has found to be critical for establishing routines that impact adult health.

### *How can we encourage healthy behaviors?*

In addition to increased access to health care, early education programs can help to improve health behaviors, such as healthy eating and exercise. Treating childhood obesity costs almost \$1,400 per child but prevention programs can cost as little as \$1.21 per child.<sup>141</sup> Programs aimed at promoting healthy eating and exercise are more recent, but showing some positive impacts. For example, random assignment to participate in a Hip Hop to Health Jr. program was associated with smaller increases in Body Mass Index (BMI) after both one and two years of participation in the program.<sup>142</sup> Research released in early 2014 showed both the promise and challenge of establishing healthy-living routines. Centers for Disease Control (CDC) research studies found a 43% decline in obesity rates in the last decade among 3- to 5-year-olds. However, these declines were significantly lower for blacks and Latinos.<sup>143</sup> In addition, recent studies have found that children who are overweight or obese as preschoolers are significantly more likely to be overweight or obese as adults<sup>144</sup>—findings that highlight the potential impact of targeted classroom and parent/child activities to positively alter this trajectory for our youngest citizens.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

### *Are Medicaid and Children's Health Insurance Programs (CHIP) improving access?*

The expansion of health insurance coverage through Medicaid and CHIP has reduced the share of low-income children who are uninsured from 25% in 1997 to 13% in 2012. There are 4 million more children insured in Medicaid or CHIP since CHIP was reauthorized; this corresponds to a decline of three percentage points in the share of children without health insurance.<sup>145</sup>

The gains in coverage have been experienced among low-income children in all racial and ethnic groups, but are especially striking for low income Latino children: the share of low income Latino children who are uninsured fell from 34% in 1997 to 17% in 2012.

The availability of CHIP has improved children's access to health care services: 80% of children received a preventive visit and 86% had a doctor or other health professional visit in 2012.

CHIP coverage has provided parents with financial security regarding the health care needs of their children and has reduced parents' worries about their children's health: 92% of parents of CHIP enrollees never or rarely had problems paying their child's medical bills for care.

## Local Context

### *Head Start, ECEAP, and Step Ahead standards and services*

**Screenings.** Head Start, the Early Childhood Education and Assistance Program (ECEAP), and Step Ahead all require developmental screenings, health screenings (hearing/vision, height and weight), immunizations, and medical home/dental home well-child checks. Head Start also requires dental screenings.

Various screening tools exist and administration of tools varies by program. For social-emotional screening, Step Ahead uses Ages & Stages Questionnaires: Social-Emotional (ASQ-SE); others programs may use Devereux Early Childhood Assessment (DECA). Screening tools commonly used for other developmental delays include Developmental Indicators for the Assessment of Learning (DIAL), Early Screening Inventory (ESI), and Red Flags.

Washington Department of Early Learning (DEL), in partnership with the State Department of Health, has also developed a framework for Universal Developmental Screening to promote common screening practices statewide.

**Nutrition.** Head Start and ECEAP standards require programs to provide meals and snacks to children (rather than having parents send food from home) that meet Child and Adult Care Food Program (CACFP) nutrition requirements for menus and assure that children with special dietary needs are accommodated by the program.

A Public Health Nutrition Educator visits each Step Ahead classroom twice, for 45 minutes, each year as part of Public Health Seattle & King County's (PHSKC) Seattle Nutrition Action Consortium (SNAC). The program provides a full curriculum for children, center staff, and families around nutrition, cooking, and physical activity. SNAC is currently only active in Step Ahead classrooms.

### *Licensed child care programs and family child care homes*

Licensed sites review the medical home/well-child/immunization information once, typically at enrollment.

### *Other programs and services for the Seattle early education community*

**Public Health Seattle & King County (PHSKC) Child Care Health Program** serves ECEAP, Step Ahead, and Comprehensive Child Care programs, providing inclusive assessment and review/consultation of whole classrooms, centers, or individual children. The City of Seattle funds this contract. The assessment looks

at safety of environment, food safety, healthy eating/active living, early intervention, mental health, communicable disease, and policy development to support healthy children. The following services are part of the contract:

- Providing on-site mental health consultation and assessment by a social worker or licensed clinical psychologist for children, child care teachers, and families. This includes classroom and individual observation of children, developmental screening and referral coordination, modeling appropriate teacher-child interactions, and program consultation and didactic training for teachers and families.
- Providing on-site health and safety consultation and assessment to child care providers, individual children, and classroom environments. This includes developmental screening, communicable disease prevention, early identification of children with special needs, medication management, and teacher support for implementation and policies supporting healthy children.
- Nutrition consultation includes healthy menu planning, implementing appropriate meal-time environments, food safety, and working with child care providers and families to support children with special dietary needs. Additional education is provided to teachers, children, and families about healthy eating, active living, and reducing screen time.

Health and safety services to private sites and family homes are limited; this program is also not provided at Head Start sites. The level of service differs between ECEAP, Comprehensive Child Care program providers, and Step Ahead. Additionally, resources for staff and parent education/training are limited.

**The Child and Adult Care Food program** is available for licensed homes and centers. This program provides federal funds to non-residential child care facilities to serve nutritious meals and snacks.

## Options

### *Health Services Delivery*

1. Providers are responsible for ensuring the compliance with all standards, including provision or health screenings and referral system, either by using their staff or contracting with specialists.
2. Expand the Public Health Seattle & King County Child Care Health Program to serve Preschool for All (PFA) providers.
3. Contract with other health services providers.

## Recommendations

As part of ensuring quality health support, we recommend that the City, Public Health Seattle & King County Child Care Health Program, and Seattle Public Schools work together to delineate health, developmental, and social-emotional screening and referral procedures. They should also delineate the particular roles and responsibilities of the three entities in supporting teachers and families, and ensure that among three agencies the following services are provided:

**RECOMMENDATIONS FOR SEATTLE'S  
PRESCHOOL FOR ALL ACTION PLAN**

***Child level***

**POTENTIAL ROLES**

**Physical health**

- At program entry, PFA providers require documentation of up to date preventive physicals (including health screenings), dental visits, and immunizations. *PFA providers*

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- At program entry, PFA providers require documentation of medical home and insurance *PFA providers*

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- When a child does not have a preventive physical, refer to Community Health Navigators (established by the Affordable Care Act) to assist with securing insurance and establishing a medical home. *PFA providers*

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- Coordinate/link families without dental providers to Access to Baby and Child Dentistry (ABCD). *PFA providers*

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- Develop a classroom accommodation plan and staff training when there is a child with special health care needs *PHSKC*

**Social-emotional support**

- Provide regular social-emotional support as part of a chosen curriculum model *Teachers*

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- Conduct social-emotional screenings (see *Section 6.0 Outcomes and Evaluation* for more details). *Teachers,*
- Refer children identified in screenings for further diagnostic testing. *supported by PFA*
- Create child-specific plans in conjunction with SPS or PHSKC, for children with Individualized Education Plans (IEP) or other identified social-emotional needs. *Coaches*

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- For children with severe challenging behaviors, conduct Functional Behavioral Assessments and develop classroom strategies and environmental changes addressing children's individualized needs in partnership with family. Develop and monitor progress on children's individual and classroom plans, including behavior strategies. *Teachers, center directors/site supervisors with consultation from PFA Coaches and PHSKC*

**Developmental delays and concerns**

- Conduct developmental screenings (see *Section 6.0 Outcomes and Evaluation* for more details). *Teachers,*
- Initiate the referral process for children who have been identified through screenings to SPS child study teams for further diagnostic testing. *supported by PFA*
- Create child-specific plans in conjunction with SPS for children with IEPs. *Coaches and SPS child study teams*

*Classroom level*

<ul style="list-style-type: none"> <li>• Provide teacher training on administration of developmental and social-emotional screening, specific health-related issues, including children with special needs, trauma-informed care, coping/stress management strategies, and other health issues.</li> </ul>	<p><i>PHSKC, coordinated with PFA Coaches</i></p>
<ul style="list-style-type: none"> <li>• Provide a tiered or differentiated system of support in which teachers receive support from PFA Coaches or other appropriate coaches, or consultation from PHSKC.</li> </ul>	<p><i>Coordinated across Office for Education and PHSKC</i></p>
<ul style="list-style-type: none"> <li>• Provide training and support for providers in developing healthy menus and safe physical environments that promote physical activity throughout the day.</li> </ul>	<p><i>PFA Coaches, supported by PHSKC</i></p>
<ul style="list-style-type: none"> <li>• Model healthy food options/choices in school meal service, including greater options for fresh fruit and vegetables. Also include healthy foods at parent meetings and program events to model healthy choices for parents.</li> </ul>	<p><i>PFA providers</i></p>

**Rationale**

**A child’s health and well-being are connected to their ability to learn and succeed.** Overall, advances in the fields of neuroscience, molecular biology, and genomics have greatly expanded our understanding of the relationship between “nature” and “nurture”. There is now no question that early experiences are actually built into our bodies, affecting the physical development of the brain and other body systems. These emerging frontiers of health research, held alongside of significantly increased rates of access to preventive health care, improving rates of immunizations, as well as the positive impact of Medicaid and CHIP expansion on low-income children’s insurance rates, suggest a critical new path for early childhood educators interested in assuring children’s overall health and well-being.

**Best practice suggests and Head Start requires that all children be screened at enrollment.** According to findings of the National Research Council,<sup>146</sup> locally driven, universal screening of young children is associated with better outcomes for all children and will help identify those most at risk for achievement and behavior problems. All children should be administered an initial screening. This information is never used to determine or deny placement but rather is only used to determine if a child needs further diagnostic testing to identify a disability or health concern.

There is also evidence that Head Start in its early years of implementation reduced child mortality, and in particular mortality from causes that could be attributed plausibly to aspects of Head Start’s health services, particularly immunizations and health screenings (e.g., measles, diabetes, whooping cough, respiratory problems).<sup>147</sup> This impact has been particularly pronounced in expanding preventive dental screenings and exams among young children. Data from the National Household Education Survey showed that 77% of 3-year-olds and 78% of 4-year-olds participating in Head Start received dental care, compared to 33% among 3- and 4-year-olds not enrolled in the program.<sup>148</sup>

**The most efficient method of ensuring that children and providers receive health support is to work with PHSKC,** building on the existing contract that provides comprehensive services for children, teachers, and families. More specific roles of PHSKC, city staff, and SPS should be developed during implementation planning.

## 3.10 Kindergarten Transitions

### Overview

#### *What does kindergarten transition mean?*

Successful transitions were once defined as “kindergarten readiness,” meaning children’s ability to meet expectations in the kindergarten classroom. However, the definition has been expanded to include a focus on the family and community with parents engaged in the process and the community providing supports and resources. In the Rimm-Kaufmann and Pianta model developed in 2000, multiple learning environments and stakeholders are involved in ongoing and evolving interactions that include children, families, communities, school, and classrooms.<sup>149</sup> Put simply, transitions do not happen at one point in time and there is no one model that works for all children.

#### *What are the benefits of a successful transition?*

A successful educational continuum effectively connects preK to the K-3 grades by creating partnerships between early learning providers and the elementary schools their “graduates” will enter. We need these two worlds to work together toward aligned and powerful practices in curricula, instructional approaches, expectations for students, assessments, and the use of student data to inform instruction, planning, and continuous improvement. The challenge of creating this continuum is great but the payoffs are enormous.

Research on successful transitions to kindergarten includes a number of frequently cited outcomes, including:

- Better behavioral and social-emotional adjustment.
- Higher academic achievement.
- Increased family involvement.

Yet, we know that here in Washington many children struggle in kindergarten. More than half of our state’s 5-year-olds enter kindergarten without the skills needed to succeed in school and kindergarten readiness varies widely by race and ethnicity.<sup>150</sup>

#### *Are there best practices for kindergarten transition?*

The Denver Compact’s Transition Best Practices is a recently released resource and the basis for much of the information here.<sup>151</sup> The report summarizes the research on this topic, including *Successful Kindergarten Transitions* by Robert Pianta and Marcia Kraft-Sayre that outlines the following guiding principles for effective transition practice:<sup>152</sup>

1. Build relationships among stakeholders. Transitions will be most effective when they are aimed at enhancing linkages and cooperation between people and settings.
2. Promote continuity across preschools and elementary schools. This includes consistency in settings, experiences, and expectations.
3. Focus on family strengths. Families hold valuable information about their children; treating them as valued information holders can facilitate a two-way exchange between families and teachers.
4. Tailor practices to the individual needs and strengths of the child, family, school, and community.
5. Establish collaborative connections with stakeholders that are willing to establish common goals and share responsibility for outcomes.

The Denver Compact report notes that to truly connect preschool programs and elementary schools, teachers and leaders must be willing and supported to learn about each other's work.

Evidence-based transition practices include preschool children and their families visiting kindergarten classrooms, having kindergarten teachers visit preschool classrooms to talk about kindergarten, preschool staff coming to kindergarten early in the school year to help with transition, support groups for parents as their children transition to kindergarten, and early kindergarten enrollment to allow families to prepare children for their new school and to allow teachers to reach out to their prospective students before the first day of school.<sup>153</sup>

## Local Context

### *What partnerships are in place?*

The City and Seattle Public Schools (SPS), together with several local partners, have been working on preK–3<sup>rd</sup> grade alignment for many years. In 2010, this partnership completed a Five-Year Action Plan which defined a Vision for the new system, a framework of Goals and Action Strategies, and expected outcomes. This partnership continues to coordinate on Plan implementation and meets regularly to discuss progress on data sharing, professional development, and other topics.

In addition, the Seattle Early Education Collaborative (SEEC) is made up of early learning providers and teachers from the publicly funded preschool programs. SEEC partners leverage funds and work to improve outcomes through joint professional development for preK and elementary teachers, data collection and assessment, and kindergarten transition services. SEEC has partnered with the school district on professional development and other alignment efforts.

### *Is there joint professional development?*

Seattle Public Schools offers seven professional development modules throughout the school year that are open to preK and elementary teachers, coaches, and support staff. Implementation of the Common Core State Standards and cultural competency are key components of the modules which provide tailored instruction and coaching to bridge across preK and the elementary grades. This model of shared professional development has built reciprocal understanding for preK and elementary school teachers of the expectations and instructional strategies used in both settings.

### *What data is available?*

The exchange of information and data is critical to alignment but processes are still under development to share information across the system. The Washington Department of Early Learning (DEL) and the Office of the Superintendent of Public Instruction (OSPI) oversee the Washington Kindergarten Inventory of Developing Skills (WaKIDS), a kindergarten readiness assessment that is providing better information. However, the communication of the information does not always reach those that could use it. Data sharing between preK providers and kindergartens is not yet fully up and running. With time, better communication between preK and kindergarten teachers should help increase the chances of students having a successful kindergarten transition.

### *How can families be involved in the transition?*

SPS offers a kindergarten transition program for children and their families called Jump Start. Jump Start is a week-long experience in August for new kindergarteners and their families to learn about their new school and for teachers to get to know their incoming students.

## Recommendations

As the City is already involved in a partnership with SPS and others focused on preK alignment and successful transitions, we offer the following recommendations to strengthen work already underway.

- **Create memoranda of understanding between the City and DEL, and the City and SPS.** These formal agreements could outline practices, responsibilities, and timelines and could address some or all of the following:
  - **Data sharing:** Preschool for All (PFA) programs share applicable screening and/or assessment data with the school district to inform instructional practices or help identify children who may need intervention or support services; elementary school teachers share WaKIDS data back with PFA providers.
  - **Academic expectations:** schools share kindergarten content, standards and expectations.
  - **Curriculum alignment:** the state, schools, and preschool staff work together to ensure educational continuity by aligning curriculum and instructional strategies.
  - **Professional development:** school and preschool staffs participate in joint professional development (PD) events; alignment with PD and other transition support already funded through Early Achievers and Early Childhood Education and Assistance Program (ECEAP).
  - **Family Engagement:** schools and preschools engage families using evidence-based practices.
  - **Space:** continuing to identify opportunities to set aside space for preschool classrooms within Seattle Public Schools.
- **Share data and information.** Ensure that preK–3 educators have the data management tools, support, and expertise to maintain, analyze, and effectively use data to continuously improve teaching and instruction.
- **Ensure that preschool providers are aware of the Jump Start program and help connect families.**

## Rationale

Work on kindergarten transitions has been underway in the City of Seattle for many years. The systems are in place and the willingness is there. In some cases, additional resources are needed to expand the reach of offerings like professional development or to develop integrated data systems and provide adequate time for educators to assess and make changes based on the data. Events like enrollment nights at SPS will provide opportunities to educate families about the preschool options available and to get them prepared for the transition to kindergarten.

When preschool programs and schools actively engage families in children's transition to kindergarten, and when they are responsive to families' efforts to participate in these transitions, families show increased involvement during the kindergarten year.<sup>154</sup> This is important because research shows that family involvement in preK and kindergarten relates to better social skills, higher academic performance in math and literacy in kindergarten, and higher achievement through high school.<sup>155</sup>

## 4.0 TIMELINE, PHASE-IN, AND CAPACITY BUILDING

### 4.1 Phasing and Plan Alternatives

#### Defining Full Implementation

Cities that have implemented universal preschool programs have used a number of approaches to define “full implementation,” and how they determine when they reach this goal:

- The preK program managed by the Office of State Superintendent of Education in **Washington, D.C.**, was launched by the preK Enhancement and Expansion Action of 2008, and greatly expanded the preschool program that already existed in the district.<sup>156</sup> Prior to 2008, every D.C. elementary school had at least one preK classroom, and some had a Head Start classroom. After 2008, the number of classes and the quality of the services increased greatly, so that by 2013, “the District exceeded the threshold for universal access to preK for all 3- and 4-year-olds.”

Danielle Ewen, Director of the Office of Early Education for District of Columbia Public Schools, reaffirmed that the District has achieved universal access for all 3- and 4-year-olds, although not necessarily at parents’ first choice of schools. A total of 90% of 4-year-olds and 70% of 3-year-olds are in a preK program, and there is capacity for any parent seeking these services.
- Boston Public Schools’** universal preK (UPK) program started in 2005 serving approximately 700 4-year-olds. Dr. Jason Sachs reports that the UPK program currently serves 2,400 4-year-olds (approximately half of the typical kindergarten cohort), and that parents of 2,000 more 4-year-olds want to enter the program. If the funds are available, he estimates that there might be 3,500 children in Boston preK classes and another 800 in community-based settings. Therefore, at full ramp-up, approximately 90% of 4-year-olds who will later attend public schools will be served by the UPK program. Currently Boston Public School’s services for 3-year-olds are limited to mandated special education services.
- In **San Antonio**, the City estimated that “there are approximately 5,700 4-year-old children living in San Antonio who are eligible for state-funded preK, but currently not enrolled in a full-day program. Of that total, an estimated 2,300 eligible 4-year-old children are not enrolled in any preK program while 3,400 are enrolled in half-day programs in the City of San Antonio.” The City plans to serve 700 children in 2013-14, and has set a goal of serving 3,700 by 2020.<sup>157</sup>
- In **San Francisco**, the school district is focusing on 4-year-olds, but is only able to serve 25% of eligible children. Carla Bryant, Chief of San Francisco School District’s Child Development Program, predicts that 3-year-olds will be served in community-based settings, while the district and the state are considering mandating preK for 4-year-olds as a recognized grade of public school. First 5 San Francisco, which is funding additional preK services in the city, has defined full implementation in terms of assuring that all children are ready for kindergarten. One of the outcomes they have set is that “high-quality preschool is affordable and accessible to all 4-year-olds in San Francisco.” Because there are multiple programs in existence and being developed in San Francisco, including the School District’s program, the city-funded Proposition H initiative, and the First 5 San Francisco expansion, it is difficult to identify a single start date and ramp-up for preK services in San Francisco.
- In **New Jersey**, the Supreme Court ordered that preschool be offered to all 3- and 4-year-old children residing in 31 school districts as part of a larger school funding equity reform. In 1999, the first year of the program, 19,000 (almost 40% of total) children were served in a combination of private provider and school district classrooms. By 2003, enrollment had increased to over 39,000 or almost 80% of all 3- and 4-year-olds. The vast majority (almost 70%) of these children were served in private provider classrooms.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

### *Options*

1. Set a numerical goal for the number of children to be served by 2025 based on estimates of how many families will access these services.
2. State that Preschool for All (PFA) will serve all eligible children by 2025, with estimates to be made and adjusted as the program grows and parents' desire to enroll their children increases over time.

### *Recommendations*

We recommend that Seattle set a goal of having preschool available as an option for all families. To make this a quantifiable goal based on an estimate of how many children that will entail, we suggest a **goal of serving 80% of all 4-year-olds and 70% of all 3-year-olds**. These figures are based on rates achieved in other localities (see *Defining Full Implementation* above), and take into account a high rate of private school attendance in Seattle (25% for 5- to 9-year-olds).

As a means to that end, we recommend that any provider who can meet PFA standards have the opportunity to be considered as a PFA provider as long as there are unserved children waiting to receive PFA services.

### *Rationale*

As mentioned in the Introduction to this recommended Action Plan, PFA should be a systems change strategy and the leading edge of education reform. To produce systemic impacts it must truly be "for all." Enrollment of children with the greatest needs is significantly facilitated when eligibility determination depends only on residence, and not on a complex and imperfect needs assessment, and there is no stigma associated with participation. Economically disadvantaged children learn more in preschool when they attend alongside children from middle-income families. As students progress through kindergarten and the later grades teachers spend less time on remediation and managing disruptive students and can change their teaching to recognize the greater capabilities of their students. These systemic changes can only happen if PFA actually reaches the vast majority of children. This is the primary reason we emphasize achieving this goal as rapidly as feasible.

Estimates for the number of families who would access PFA cover a wide range for a number of reasons:

- The City's Analysis of Preschool Enrollment report estimates that between 7,800 and 9,000 of 3- and 4-year-olds in Seattle (between 63% and 73% of total) are attending child care and preschool programs. This estimate, however, is based in part on the American Community Survey estimate, and includes children who are in part-time and full-time programs, informal care, and many types of other programs with varying degrees of quality. In particular, it is difficult to estimate the number of children currently in Seattle preK programs because Washington State does not license or register programs operating less than four hours per day, so there is no complete list of these programs, the number of children or ages they serve, or any information about the nature of the programs.
- We do not know how many Seattle families will choose to access preK programs, especially for 3-year-olds. But based on the experience in other cities, the number of parents likely to access high-quality affordable preK is likely to increase as parents see these programs in action and hear from other parents and friends that the programs are supportive and successful.
- We do not know what state and federal preK programs will look like in 10 years, nor whether either government entity will provide services at the quality level anticipated for PFA.

## Phase-In Alternatives

### *Options*

1. Implement by age, prioritizing 4-year-olds and then adding 3-year-olds as resources become available.
2. Phase-in by geographic region, prioritizing PFA providers in high-need neighborhoods. Those neighborhoods can include those that are underserved (by comparing number of available preK spaces to population density), low income (as defined by either U.S. Census data or having a high concentration of Title I elementary schools), contain more English Language Learners, or have high rates of underachieving students (low kindergarten readiness as determined by Washington Kindergarten Inventory of Developing Skills (WaKIDS)).
3. Open enrollment to all 3- and 4-year-olds across the City, do not restrict implementation based on age or geographic region. All providers are eligible that meet the requirements.
4. Focus capacity building funding, including professional development for existing providers and facilities funding, to the geographic regions outlined in Option 2, above.

### *Recommendations*

We recommend that implementation should not be restricted based on age or geographic region. Enrollment should be open to all 3- and 4-year-olds across the City and all providers that are eligible that meet the requirements. At the same time, we recommend that capacity building for both existing providers and for facilities funding be prioritized to areas of the city with the greatest number of children who are from low-income families, English Language Learners, and likely to enroll in schools with the greatest number of underachieving K-3 students.

### *Rationale*

- Please see “Rationale for Serving 3- and 4-Year-Olds” in *Section 3.1 Student Eligibility*.
- Restricting implementation based on geographic region would be difficult in Seattle, if the goal is to create mixed-income classrooms.
- The City can best prioritize having sufficient PFA services in high-need neighborhoods by concentrating its capacity building resources in those areas. These are the neighborhoods that often have the lowest capacity in terms of organizations, staff, and facilities.

## Provider Eligibility during Capacity Building Period

In *Section 2.5 Recommendations for Delivery Model: Provider Eligibility* section, we recommend using Early Achievers ratings, as well as minimum thresholds on Early Childhood Environment Rating Scale-Revised (ECERS-R) and Classroom Assessment Scoring System (CLASS) as part of determining provider eligibility. We understand that only a limited number of Seattle providers have gone through the Early Achievers rating process. In addition, according to Department of Early Learning (DEL), based on scores to date, the CLASS Instructional Support (IS) score may be hard to meet. To acknowledge this and to allow for providers that are eager to join PFA and raise their quality levels, we recommend the following:

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

- Sites that have applied for Early Achievers but not yet received an assessment should apply to be assessed by Office for Education (OFE) for eligibility.
  - OFE could negotiate with DEL to share costs of conducting the assessments, which could reduce the backlog in Early Achievers. The programs should be required to be rated on Early Achievers at the standards detailed in *Section 2.5 Recommendations for Delivery Model: Provider Eligibility*.
  - OFE could partner with DEL to prioritize Seattle sites to be rated for Early Achievers, to increase the eligible pool of providers.
- For sites that are at Level 3 in Early Achievers but do not meet the PFA minimum thresholds on ECERS-R and CLASS (for threshold details see *Section 2.5 Recommendations for Delivery Model: Provider Eligibility*):
  - Providers could be admitted to the program, but will need to undergo extensive coaching and should be expected to meet these levels **within two years** of becoming a PFA provider.
  - **After five years as a PFA provider**, the ratings on these instruments should meet the more stringent score cut-off of 5.0 on ECERS-R, 6.0 on CLASS Emotional Support (ES), 6.0 on CLASS Classroom Organization (CO), and 4.5 on CLASS IS.

**Other options to consider.** To allow for a larger pool of providers, OFE could consider allowing existing half-day programs (no less than 14 hours/week) during the first three years of PFA implementation (2015-16 through 2017-18 school years). If the City elects to do this, we would suggest the following restrictions:

- PFA classrooms should be required to convert to full time by 2018-19 school year.
- Programs that for some reason cannot convert to full-day in the first three years should run double sessions during the day to make the best use of the facility.
- Programs should be licensed by Department of Early Learning (DEL) unless run by public entities. There could be a one-year grace period to get licensed.

Starting with allowing half-day could increase the number of children in PFA, and get more providers into the system to ramp-up quality quickly while recognizing that the city has a space crunch. It would also result in a slower overall cost growth for PFA, although that is not the primary reason it is recommended.

### ***Phase-in Plan to transition Head Start, ECEAP and Step Ahead***

Since an estimated 43% of 3- and 4-year-olds under 300% of federal poverty level (FPL) are already being served by Head Start, Early Childhood Education and Assistance Program (ECEAP) and Step Ahead (or approximately 17% of all 3- and 4-year-olds), we recommend that the City works to create a unified preschool program for PFA instead of several disparate ones. Building upon the experience and expertise of these providers should help PFA build out a strategy that is truly for all children and supported by more providers. To achieve that, we recommend the following:

- The City should require all Step Ahead providers, and the ECEAP providers who are part of the City's contract with DEL, to become PFA providers within **four years** of the start-up of PFA, provided that facilities exist to do so.
- The City should work closely with Head Start providers to develop a phased-in plan to transition these providers into PFA providers.

These inclusion efforts should include incentives, additional resources, and coordination efforts so that existing Head Start, ECEAP and Step Ahead providers can access PFA resources to enhance their current programs and children enrolled can benefit from PFA standards (such as higher dosage, increased qualifications, professional development, and salaries for teaching staff). Head Start, ECEAP and Step Ahead providers should meet the same Early Achievers and other standards as other PFA providers.

We have suggested a number of advantages for including these programs in PFA—see *Section 2.3 Including Publicly Funded Early Education Programs in PFA* for more details.

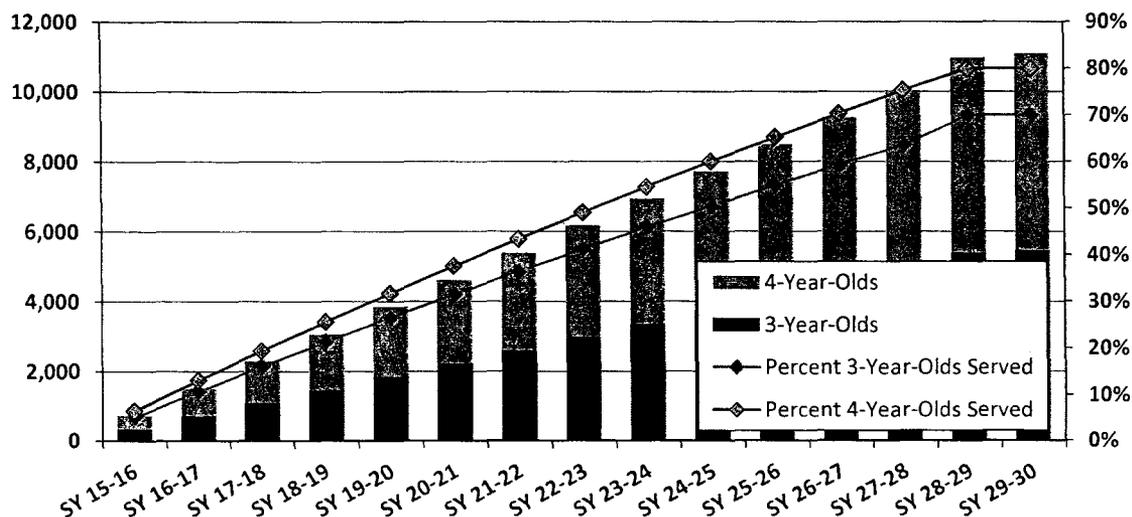
### Assumptions for Program Size During the First Year

We suggest a goal of approximately 750 children enrolled in 45 classrooms in the 2015-16 school year. We further recommend that PFA aims to add this number of classrooms each year. At this pace, the goal of serving 80% of all 4-year-olds and 70% of all 3-year-olds would be achieved **in Year 14 of PFA roll-out** (school year 2028-29). As stated above, we recommend for OFE to focus on recruiting Head Start providers, and require that ECEAP and Step Ahead contractors become PFA programs within four years.

While it is difficult to predict how many providers would be interested and would qualify during the first year of the PFA program, we believe that some changes in provider eligibility during the capacity building period (described above) should allow a number of providers to enter the program in the 2015-16 school year. At the same time, if there are more programs that apply than the city can fund, then those that meet the standards should be given priority. Looking at other preK programs across the nation, the expansion rates are fairly high and many of these programs are in complex statewide settings, as opposed to a single city. New Jersey went from serving 19,000 children in 1999 to over 39,000 or almost 80% of all 3- and 4-year-olds in 2003. The vast majority (almost 70%) of these children were served in private provider classrooms.

Exhibits below show the proposed ramp-up timeline:

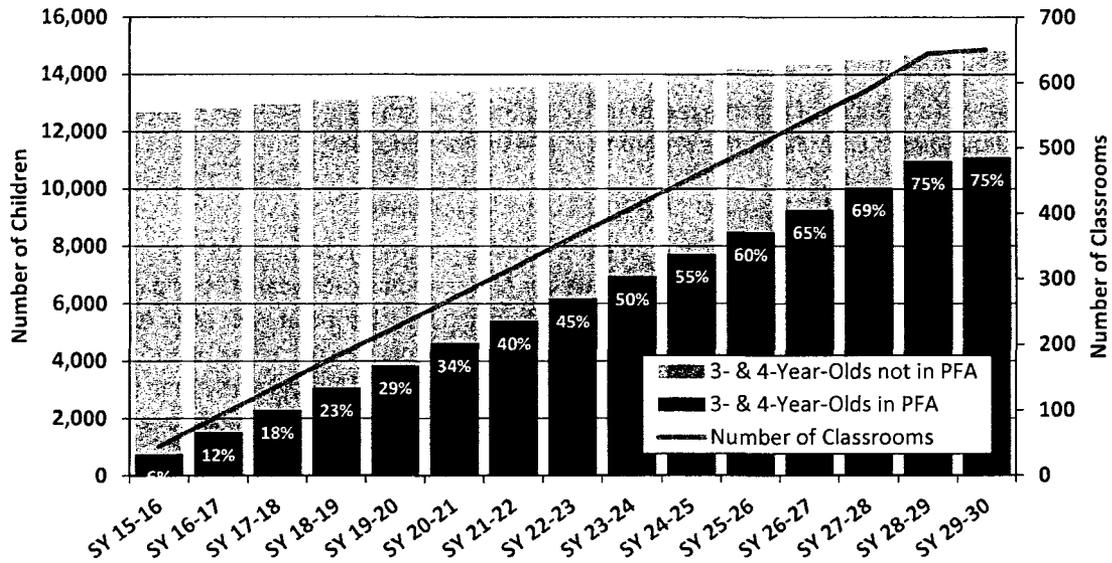
**Exhibit 6**  
**Phase-In for Proposed Implementation Timeline**



Source: BERK, 2014.

Exhibit 7

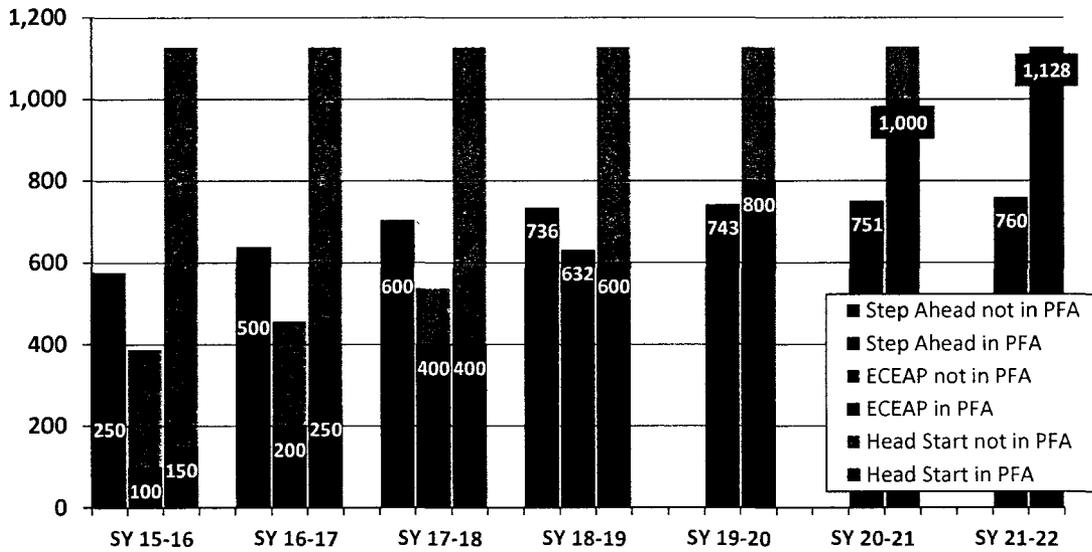
Number of Children Served and Classrooms by Year for Proposed Implementation Timeline



Source: BERK, 2014.

Exhibit 8

Estimated Head Start, ECEAP, and Step Ahead Uptake Rates For Proposed Implementation Timeline



Source: BERK, 2014.

## 4.2 Capacity Building

### Overview

Capacity building entails developing community assets to increase Seattle's ability to provide Preschool for All (PFA) services in a mixed delivery system. While there are many strong existing resources to build on, PFA will be providing new services to children not currently enrolled in any preschool, as well as expanding and enhancing the quality of services to children in current preK services. This will require capacity building to give community agencies the support needed to provide services.

### *Options for Overall Approach to Capacity Building*

1. **Capacity building for providers who have qualified to provide PFA services.** Some providers will qualify for PFA on the basis of eligibility requirements, but will need support to build organizational capacity to meet all of the PFA standards (including utilization of Generally Accepted Accounting Principles (GAAPs), suitable facilities, minimum number of classrooms, class size, teacher-child ratios, teacher qualifications, director qualifications). They may also need to renovate existing facilities, or obtain new facilities. PFA providers will need to increase their capacity on several levels to serve additional children.
2. **Capacity building for potential providers not yet qualified for PFA.** Many providers will not immediately qualify for PFA for a number of reasons: being an unlicensed facility, not being at Early Achievers Level 3 or above, or simply not having enough space. Yet many of these providers have strong assets and the potential to provide PFA services. It is likely that developing new providers and facilities will play a key role in the success of PFA.
  - In this option, the City could provide an "on ramp" pathway for providers who show strong potential to become PFA providers. This might include carrying out plans to enhance their organizational capacity, increasing their staff's professional qualifications, and/or adding to their facilities. PFA would identify supports and incentives to help these programs meet PFA standards as soon as possible.
  - For many preschools, the first step in this process will be to get licensed, so that they can operate for more than four hours per day and be eligible for the Early Achievers program. Because the licensing process can be a challenge, we recommend that support for preschools seeking to become licensed as a step toward becoming PFA providers should be an element of contracts for building organizational development skills (listed below).
  - Any program accessing capacity funding to become a PFA provider should be required to submit a strategic plan outlining the steps they would take to become a PFA provider within four years.
3. **Capacity building efforts focused on the City's Early Childhood Education and Assistance Program (ECEAP) and Step Ahead programs.** This would be particularly appropriate if all of the City's ECEAP and/or Step Ahead providers are required to become PFA programs in the first four years of implementation, if facilities are available and after support is given to meet PFA standards. Prioritizing phase-in plans for these programs from the start would create the opportunity for PFA to impact a large number of at-risk children right away. It would also create leadership opportunities for these programs to share their expertise, possibly becoming a hub that supports the emerging PFA system as a whole.

**RECOMMENDATIONS FOR SEATTLE'S  
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***Recommendation***

We recommend that all three of the approaches outlined above be taken by the City. Providers already qualified to operate PFA are an obvious choice for capacity building funds, because they would already be under contract with the City. The capacity building efforts described in Option 3 to bring Step Ahead and ECEAP into PFA are crucial, because these programs are serving at-risk children, and are under the City's authority, so can be brought more quickly into the PFA program. Finally, Option 2, providing capacity building to promising potential PFA providers, would allow the City to tap into existing assets in Seattle and bring existing preschools into the program while avoiding duplication of efforts.

Spending funds on capacity building for both existing PFA providers and prospective PFA providers carries risks. Some of the existing PFA providers receiving these funds may not always be PFA providers, while a few of the potential providers may never become PFA providers. The City would need to take measures to obligate providers who receive capacity building funds to make every effort to become or continue to be PFA providers. In the case of funding for facilities, the City would need to use the necessary legal methods to protect its interest in these facilities.

***Rationale***

The City will need additional capacity to carry out a program as large as PFA. This package of recommendations provides a multi-pronged approach to building capacity that draws on the strengths of community assets while spending the least amount of city funding. It also has the added benefit of supporting a variety of community organizations that will benefit the entire city.

**Personnel Capacity Building**

**Provider Organizational Capacity Building**

***Overview***

Organizations and providers receiving PFA funding to operate multiple classrooms are likely to grow significantly, sometimes doubling their budgets and staff, greatly increasing the number of employees who have to meet stringent qualifications, and perhaps contracting for the first time to deliver services with high standards and outcome expectations. In San Francisco, the Haas Fund operates a Model Center Capacity-building Initiative, which offers training and technical assistance through a shared consulting model to build the organizational capacity of participating programs. This capacity building initiative is designed to overcome challenges faced by nonprofit organizations associated with finances, administration, leadership, staffing, communication, and technology.

In Seattle, Child Care Resources has offered management training to both child care centers and family child care providers in business and accounting skills, supervision and performance appraisals, and strategic planning. The University of Washington offers an Early Childhood Leadership certificate program, and Seattle University has expressed an interest in providing leadership and organizational development training for Early Learning providers. The community colleges and other agencies, such as the United Way, the Small Business Administration, and the Chamber of Commerce, might also be able to help build organizational capacity.

In New Jersey, school districts are funded to hire fiscal specialists who assure providers adhere to Generally Accepted Accounting Principles (GAAP). These fiscal specialists also review provider budgets and provide technical assistance in developing and maintaining budgets.

### ***Recommendations***

The City's PFA capacity building staff should assist current and potential PFA providers in developing some of the organizational skills needed to operate and expand PFA services. In addition, we recommend that the City contract with public and nonprofit agencies, and institutions of higher education, to provide leadership, organizational development, and fiscal skills to providers who contract for PFA classrooms. These contractors should assist PFA providers in designing and implementing strong fiscal management systems.

These capacity building activities should be fine-tuned after the first round of applications and contract awards are made for PFA providers. Office for Education (OFE) should assess the organizational challenges faced by unsuccessful applicants and design training and technical assistance for agencies and providers who show potential to become PFA contractors. Pre and post assessments of provider capacity should be done and taken into consideration if and when the provider applies to be a PFA provider.

### ***Rationale***

Our research indicates that there are organizations and providers in Seattle with the necessary organizational capacity to operate PFA classrooms. Given that Seattle's preK program is likely to be implemented using a mixed delivery system, a heavy responsibility will be placed on community-based providers. However, there is currently insufficient organizational capacity to bring PFA to full capacity. To serve all children eligible for PFA, a robust program of helping providers build capacity to provide PFA services will be necessary. It would also have the ancillary effect of increasing community assets by strengthening these organizations.

## **Educational Attainment for Educators**

### ***Overview***

Over the past decade, early learning programs and Department of Early Learning (DEL) have been working with higher education institutions to increase opportunities for early learning providers to meet educational and professional development requirements as well as "professionalize" the field. Much of this work has focused on:

- Increasing BA opportunities (this increased focus is aligned with Head Start's BA requirement).
- Development of statewide early learning Core Competencies and a Career Lattice to establish a clear educational pathway for early learning professionals.

While progress has been made, a variety of challenges remain for the field in general and for PFA specifically (see *Section 3.3 Staff Education Requirements* for more information):

- Despite preK-3 alignment efforts on the program level, early learning teachers and K-12 teachers have two separate and distinct career/educational pathways in Washington State. As an example, the educational pathway to attain a BA in Early Childhood Education (ECE) does not usually include earning a teaching certificate.
- A teaching certificate is not a common requirement even in school-based preschool programs. Head Start teachers in the Seattle Public Schools (SPS) are not required to have a teaching certificate and are paid as classified staff.
- There are a limited number of BA programs available, and few options to receive a BA with a teaching certificate in Early Childhood Education.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

- Many current providers and staff may need support to be successful in reaching educational goals. In addition to needing more higher education offerings, more flexible pathways in higher education that are accessible to non-traditional students are also needed.
- There are limited resources for scholarships and tuition reimbursement to support staff in their educational pursuits.

In 2013, the University of Washington (UW) created an online BA program in Early Childhood Education to reach more students across the state. This program offers both academic and practical knowledge for early learning teachers. The program focuses on reaching diverse students and aligns with the quality practices promoted in Early Achievers, including ongoing practice-based coaching for students/teachers.

The UW's National Center on Quality Teaching and Learning is also considering developing a "Preschool for All Certificate," which could be a specialized certificate that teachers with existing BAs (not in ECE) could obtain to meet the BA in ECE requirement. There is interest in such a certificate at the national level, corresponding to increasing federal support for expanding state and local preK programs.

### *Recommendations*

- Create a **Professional Capacity Building Fund** to enable providers to access BA programs by providing scholarship assistance for tuition. In addition, assist staff to access Early Achievers scholarships/grants and the financial aid currently available in higher education. Engage in active publicity and counseling efforts to assure that providers in all communities know about scholarship and grant opportunities, and that provider administrators inform their staff about these opportunities. These funds could also be applied to technology that allows providers to access online BA programs such as the one at the UW.
- Include training for center directors/site supervisors in mentoring teaching staff as they plan their pathway to an appropriate degree.
- Partner with DEL to increase degree-granting programs that lead to certification especially if the state adopts a BA requirement for its ECEAP program.
- Partner with DEL to encourage local degree-granting institutions to build a system of early childhood education courses that articulate between two-year and four-year programs and lead to certification in Early Childhood Education. This would include administering a scholarship program and providing academic advising and learning supports in conjunction with the state's Managed Education and Registry Tool (MERIT) for tracking professional development.
- Partner with the UW and other local higher education institutions and community and technical colleges to:
  - Explore development and implementation of a Preschool for All Certificate.
  - Explore options for sharing ECE coursework throughout Washington State.
  - Explore options for creating specific learning opportunities for Seattle PFA staff, for example summer institutes/classes, providing credit for PFA professional development (i.e., HighScope training), and other learning opportunities.
  - Coordinate academic advising and support. Explore options for coordinating specific supports for non-traditional students who need individualized assistance to engage in higher education opportunities.

## Professional Development of Coaching Staff

Because there is currently an increased demand for coaches as the Early Achievers initiative expands, Washington has a shortage of coaches, which may impact the City's ability to hire qualified coaches. Yet the need for PFA coaching will be more intense in the program's early years. In order to provide high-quality coaching as PFA grows, the City's PFA Coaches should be trained in a host of coaching specialties. Given the many areas of professional development required by PFA, each coach should be trained on a variety of topics, but no one person would have expertise in all of these.

### *Recommendations*

The City's organizational capacity for coaches should be developed to include:

- PFA Coaches in each of the curriculum models approved for PFA centers to use. Coaches should have the skills to lead curriculum-specific cohorts of teaching staff and center directors/teacher supervisors. Many coaches may need to be trained in more than one curriculum, to meet the needs of each center as PFA expands.
- PFA Coaches with specialties in inclusion, bilingual education, cultural competence, and children with challenging behaviors.
- Additional content areas to be mastered by all PFA Coaches include:
  - Adult learning and reflective coaching cycle.
  - Reliability on classroom observation tools and curriculum fidelity.
  - Data-driven decision-making.
  - Personnel management, fiscal, and administrative skills.

## Facilities Capacity Building

### *Overview*

There are many unknowns related to the scope of the additional facilities needed to bring PFA to scale. Until we know more about which providers will be interested and eligible to participate in PFA, there is no way to know exactly how much existing space is available for PFA. We do not know what space organizations wishing to participate in PFA will be able to access for this purpose, nor the quality of space being offered. While there is anecdotal information about available existing space, it is difficult to quantify without more information about the design, scope, and ramp-up speed for PFA, and which organizations are interested in participating. It is also not known whether the available existing space will be located in the areas of Seattle with the most demand and need for these services.

We do know that existing space may include:

- Unused classrooms in existing preschool programs, which may be unlicensed.
- Unfilled space in existing licensed child care centers, which may add up to enough space for an additional PFA classroom.
- Underutilized space in part-day programs, such as a Head Start classroom which currently serves only one part-day group of children. However, once PFA is up and running, classrooms that are currently part-day may become full-day, so that no additional children currently not receiving services could be served in the space currently available.
- Occasional space in some SPS schools, available on a site-by-site basis for varying periods of time, despite the fact that the SPS has a longer-term space deficit.

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

It is also challenging to determine how much space is currently available for PFA to serve additional children not now eligible for any programs, because:

1. The state's ECEAP program is expanding. Preliminary indications are that ECEAP will make funds available for the following purposes:
  - a. Adding ECEAP slots, which may be part-day, full-day (six hours) or extended-day
  - b. Converting existing part-day ECEAP slots to full-day or extended-day

Many current ECEAP providers will likely become part of PFA but we cannot assume that they all will, and they will not be able to serve families over the ECEAP eligibility level. Their PFA options include adding new full-day slots, or converting existing ECEAP part-day slots to full-day slots if they have not done so using ECEAP funding.

2. Vacancies in child care programs tend to increase during economic recessions, and then decrease when a stronger economy increases employment. If Seattle's economy continues to recover and grow, there is likely to be less vacant space in Seattle's child care and private preschool programs than at present. While some of these child care and private preschool programs will choose to participate in PFA, it is not reasonable to assume that all will do so.

If new facilities are needed to bring PFA to capacity, they will most likely need to be leased or acquired. In either case, there is a high probability that rehabilitation or new construction will be necessary. Both of these options involve significant front-end capital costs. By way of comparison, recent new construction projects of licensed facilities funded by the city's bonus program (see below) show a range of construction costs from \$130/square foot (SF) to in excess of \$200/SF. Assuming that a typical center serving 60 children occupies approximately 6,000 square feet, plus an additional 3,000 square feet of outdoor play space, construction costs, including a soft cost allowance, but excluding any land costs, could range from \$750,000 to \$2.0 million. Finding sufficient land for outdoor play space may prove to be a challenge in some urban locations. Portable buildings are also an option, but have a significantly shorter useful life, and are a challenge to locate. The Washington Preschool Program report issued in 2011 estimated that a double-sided portable with two classrooms and plumbing, purchased through the King County School Directors Association (KCDA) Cooperative, would cost between \$200,000 and \$250,000.<sup>158</sup>

### *Methods Used to Expand Available Space in Washington State and Other Jurisdictions*

Early learning programs in Washington State, and elsewhere across the country, have used a variety of methods to create sufficient facility capacity as programs have expanded. In Washington State, these have included:

- **Accessing existing classroom space, either donated or rented.** While early learning programs have rented commercial space and used donated space from sponsoring agencies or community facilities, such as churches, the primary source of donated space in our region has been school districts. In Seattle, SPS donates classrooms for its Head Start program. In King and Pierce Counties, the primary provider of space for Head Start and ECEAP programs are school districts, although space has been donated by community and technical colleges. The Seattle Housing Authority and King County Housing Authority have provided classroom space and/or land to construct facilities in Seattle, White Center, and Kent. Finally, many child care centers, and some family child care providers, provide classroom space in which they provide Head Start and Step Ahead services in Seattle and elsewhere in King and Pierce Counties.
- **Using Publicly funded early learning grant funds to renovate or construct facilities.** Most grants for early learning services do not offer dedicated funds for facilities and they do not allow the

operational funding granted to be used for facilities. This is generally the case for ECEAP, Head Start, and Step Ahead. Some Head Start grantees have devised strategies to use some of their first year of start-up funding for renovation of facilities. In the past, Puget Sound Educational Service District (ESD) has used unspent grant funds for this purpose, but this opportunity is now much more limited. Many Head Start, ECEAP, and Step Ahead grants do, however, allow operational funds to be used for rent.

- **Non-residential Bonus.** The City of Seattle has an incentive program that allows additional floor area to be constructed beyond base height of floor area ratio (FAR) limits for office, hotel, and certain other developments. This incentive enables developers to achieve additional FAR in exchange for providing child care affordable to lower-wage workers. The child care can be provided directly by the developer or a cash contribution may be made to the City for those purposes. The non-residential bonus is currently available in certain Downtown, South Downtown and South Lake Union zones.
- **Obtaining foundation or philanthropic funding for facilities.** The availability of funding fluctuates, but has been used to obtain substantial funding for Seattle early learning facilities, including Childhaven, Wellspring, Neighborhood House, Denise Louie Education Center, Pike Market Child Care and Preschool, and Puget Sound ESD's Educare Center. Major foundation donors have included the Bill & Melinda Gates Foundation, the Paul G. Allen Family Foundation, the Kresge Foundation, the Boeing Corporation, the Employee Community Fund of Boeing Puget Sound and the Seattle Foundation. During the recent economic downturn, these funds diminished significantly, and the extent to which they will increase in the future is unknown.
- **City and State Community Development Block Grant (CDBG) funds.** The availability of these funds also fluctuates, but these sources have played an important role in several early learning facilities. Neighborhood House's High Point Head Start facility, the Head Start program now operated by Children's Home Society in Columbia City, and Puget Sound ESD's Educare Center in White Center all received block grant funds. A number of licensed child care centers, including Denise Louie Education Center and Pike Market Child Care and Preschool received significant CDBG funding from the City's Human Services Department through its Community Facilities Program.
- **New Markets Tax Credits (NMTC).** This complex federal program has been used to support nonprofit educational and social service facilities. NMTC provided \$5 million toward the construction costs for PSESD's Educare Center in White Center.

Several other cities and states have developed or accessed funding for early learning facilities development. Examples include:

- In 2013, the District of Columbia initiated a preK Facilities Improvement Grant Program designed to support quality improvement initiatives for community-based organizations and family child care homes. Grantees are required to do a thorough facility assessment and cost analysis of needed improvements. The maximum grant size is \$25,000; the District has granted a total of \$425,000 under this program.<sup>159</sup>

## RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

- In Massachusetts, the Children's Investment Fund (CIF) was created by the state to provide loans using flexible financing to build, purchase, renovate, and equip early childhood facilities. These loans, which can cover up to 100% of the project cost, range from \$25,000 to \$900,000. In September 2013, CIF offered facilities improvement capital grants for Boston Early Care and Education Programs.<sup>160</sup> Grants of up to \$50,000 can be combined with loan funds for more extensive improvements. According to October 16, 2013 issue of Education Week, a bill "is expected to win approval in the Massachusetts Legislature and would set the stage for a constant source of money for the work of the Children's Investment Fund."
- San Francisco's Preschool for All Programs are able to access several sources for capital improvements: First 5 San Francisco (state tobacco-tax funding) and Proposition H (city funding) provide opportunities for capital funds for early learning programs. In addition, the low income Investment Fund is a community development financial institution that provides capital funds for low income communities to use for projects that have traditionally encountered barriers in accessing traditional capital markets.<sup>161</sup>

### *Recommendations*

#### **1. Assess and utilize existing resources, to the extent possible.**

- a. The City should establish a Task Force with Seattle Public Schools (SPS) to determine what capacity SPS has now, or will have in the future, to provide dedicated space for PFA. The Task Force should examine options for future ballot measures, initiated by either SPS or the City, which would produce funding for facility renovation, purchase, or construction of PFA classrooms. These classrooms could either be in dedicated space in newly constructed schools, or in new buildings built adjacent to SPS elementary schools when this is feasible.
- b. The City should conduct a broad survey and assessment of existing organizations that may be interested in providing PFA services. This can be done once the City determines the organizational and facility standards for PFA, and the minimum number of PFA classrooms each site must have to be considered as a provider. The City will also learn a great deal from the first round of PFA applications concerning how many qualified providers have quality existing space available for this purpose.

#### **2. Establish a Facilities Capacity Building Fund.**

- a. The fund could assist providers with the renovation of existing facilities or development of new facilities for PFA. This could be in the form of matching funds to encourage and enable PFA providers to access existing capital funds. The fund could also be used in select cases to pay for new facilities. Strict criteria for maintaining the City's interest in any renovations, facility purchase, or construction carried out with any city funds would be needed. For example, this would include provisions to dedicate the space for PFA services for the useful life of the improvements, facilities purchase, or construction, with provisions to reimburse the City if the space is no longer used for PFA. Additional criteria should assure that these very limited funds are used to address PFA's priorities. The City should limit these funds to areas with a scarcity of PFA services and suitable facilities, and should target the funds to communities with the highest unmet need for PFA.
- b. Providers receiving Facilities Capacity Building Funds should agree to reserve at least 25% of their PFA slots for children in at-risk categories including children in foster/kinship care or other areas of the child welfare system, children from low-income families, and English Language Learners. As part of the application process, any provider seeking these services should be required to supply data on all children served in facilities that have received such funding.

- c. The City should ask the Department of Planning and Development to review its incentive zoning and planning policies to ensure that there are no unintended barriers to child care facility development.
3. **Provide technical assistance.** The City should provide current and potential PFA providers with pre-development technical assistance for the planning, design, and renovation of facilities they will then develop and use for PFA. Early learning design resources should be available to assure funds result in high-quality learning environments. See the description of proposed city staff in *Section 5.2 Governance and Organizational Structure*, which includes a Capacity Building Manager and a Planning and Development Specialist, who would be assigned to these tasks. The city should use a portion of its facilities capacity building funds to contract as needed with architects and other professionals who can provide pre-development assistance that the city staff cannot cover.
4. **Pursue other public funding sources.**
  - a. The City should actively explore opportunities to tap existing public resources for facility renovation and construction, including CDBG funding, state capital funding, and New Market Tax Credits. Where possible, existing contract mechanisms should be utilized which would allow for public funding to renovate, purchase, or construct buildings. These facilities could be operated either through long-term leases to non-city organizations, or ownership by those organizations while the City protects its investment in these buildings.
  - b. The City should consider prioritizing facilities funding for PFA when allocating its annual CDBG awards during the first several years of PFA's implementation. In years past, the City has done this for other priorities it has set. This type of prioritization has typically lasted for only a set period of time, and has mandated that a significant percentage of all CDBG funding be allocated for the purpose.
  - c. The City should examine options used by other cities and states to increase facilities capacity, including publicly funded revolving capital loans and grants such as the Community Investment Fund in Massachusetts and the low income Investment Fund's community development financial institution model in California; the Local Initiative Support Corporation's Community Investment Collaborative for Kids (CLICK); and the Nonprofit Finance Fund and the Illinois Facilities Fund, both federally recognized Community Development Financial Institutions .
  - d. The City should make facilities improvement funding for minor repairs and renovations available to meet licensing standards. In the longer term, the City should consider partnering with the Department of Early Learning's licensing division and Early Achievers staff to facilitate the planning and development of high-quality facilities.
5. **Explore private sector financing.** If market rate reimbursement of facility costs is allowed in the budget for PFA providers, this could be used to secure loans for building, renovation, and expansion. If combined with small grants to cover the down payment, this could be effective in increasing private solutions. The City should approach local lenders to ensure that they understand the risks or sureties offered by PFA.

### ***Rationale***

The goal of PFA is to make available preschool services for all children, which includes children not currently in any preschool programs. Whenever possible, expanded services should be delivered in existing space suitable for this purpose. When additional space is needed, it should be accessed in the least costly manner possible, consistent with the goal of operating PFA in high-quality environments that maximize learning.

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There is currently insufficient appropriate classroom space in at least some parts of Seattle to allow expansion of PFA services to all Seattle families interested in enrolling in the program. The fact that other changes such as increasing the supply of full day kindergarten and reducing class size are being made at the same time puts an even greater demand on existing facilities. But it is also true that facilities development, whether through renovations, rental, purchase, or construction, is far too expensive to be paid for entirely by the City's budget.

We recommend that the City access all existing resources, including state and federal funding programs, nonprofit agencies, corporations and banks, and philanthropic organizations. When feasible, it would be most cost-effective if the City prioritizes PFA for some of its existing funding programs and mechanisms. New City funding should only be used to leverage and supplement these sources.

## 5.0 PFA GOVERNANCE AND ORGANIZATIONAL STRUCTURE

### 5.1 Advisory Bodies

#### Oversight Body

The City should establish a Preschool for All (PFA) Oversight Body to provide at least the following functions:

- Review progress towards full implementation of high-quality programs.
- Consider issues that arise during implementation.
- Monitor the fiscal health of PFA.
- Review and approve capacity building funds allocation recommendations proposed by Office for Education (OFE) staff.

The Oversight Body might include representatives from the following entities:

- Seattle City Council
- Seattle Public Schools
- Early learning providers (Head Start, Early Head Start, for-profit child care, nonprofit child care, family child care)
- Community-based organizations, including racial and ethnic organizations
- Higher education
- Teacher and child care unions
- Parent groups
- Business, including real estate experts
- Religious organizations
- Pediatricians and other health providers
- State and City agencies

#### Scientific Advisory Board

By 2017, the City should establish a Scientific Advisory Board consisting of national experts in preschool program evaluation that reports to the PFA Oversight Body and the PFA Project Director. The purpose of the Scientific Advisory Board is to ensure that the design, procedures, analyses, and conclusions for Quality Assurance and for the Program Evaluation meet rigorous scientific standards. In addition, this Board can provide up to date information about new assessment measures and promising practices elsewhere.

## 5.2 Governance and Organizational Structure

### OFE Tasks and Responsibilities

Staff of the **Office for Education (OFE)** should be actively involved in implementation of Preschool for All (PFA). Staff should be responsible for implementing the following tasks:

- **Selecting providers and awarding funding** based on the quality and effectiveness of the proposed preschool services, use of evidence-based practices, the provider's ability to track and report outcome data, and participation in Early Achievers.
- **Administering the enrollment intake and preschool assignment process** during the program phase-in years. OFE should run the preK application process centrally, so families would need to fill out a single form to apply for PFA. OFE should also leverage local community-based organizations, home visiting programs, and social service organizations to assist with recruitment and enrollment intake. Coordinating funding and administration of the PFA program with:
  - Other city programs, including Step Ahead, Comprehensive Child Care Program, and others.
  - Existing state and federal programs serving 3- and 4-year-olds, including Head Start and Early Childhood Education and Assistance Program (ECEAP), in order to increase, where necessary, the quality of those programs to the same quality level of the Seattle PFA program.
- **Coordinating the program with other local, state, and federal early childhood programs and services**, as well as with Seattle Public Schools (SPS), to ensure alignment and continuity of early childhood experiences and curriculum and successful transitions from infant and toddler programs into preschool and into kindergarten.
- **Coordinating data sharing and data system** integration across early childhood programs.
- **Measuring and tracking PFA progress** toward the goal of providing high-quality, affordable preschool to all 3- and 4-year-olds in Seattle.
- **Assisting with capacity building** by providing fiscal support to providers, as well as general support during the capacity building phase.
- **Providing professional development and coaching to providers.**

### Staffing

We recommend that the following staff be part of the PFA Team (see *Attachment D* for specific assumptions around staff roll-out and number of positions):

#### PFA Program Director

- Oversee PFA and overall program implementation
- Develop and grow partnerships
- Coordinate with other local, state, and federal early childhood programs and partners
- Manage PFA program staff

At full program roll-out, OFE will likely need an **Assistant PFA Program Director**.

We also recommend establishment of the following units to support the PFA program:

Unit	Unit Functions	Staffing
Finance/Admin	<ul style="list-style-type: none"> <li>• Budgeting</li> <li>• Contracting</li> <li>• Accounting</li> <li>• Personnel</li> <li>• Information technology (IT)</li> <li>• Public Information</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Finance/Administrative Director:</b> oversee unit.</li> <li>• <b>Finance Manager:</b> manage PFA levy funds and multiple revenue streams; provide financial allocations; report on levy operating/capital funds; supervise Senior Finance Analyst.</li> <li>• <b>Senior Finance Analyst:</b> review invoices; track financials; support Education Specialist work on fiscal issues; review financials in draft contracts.</li> <li>• <b>Contract Supervisor:</b> ensure consistency across contracts; provide boilerplate updates; review drafted contracts; track insurance; supervise Contract Specialist(s).</li> <li>• <b>Contract Specialist:</b> draft contracts; create contract forms; format contracts; draft amendments; route contracts to vendors for signatures; review invoices; route invoices for payment; scan and file. (1 per 30 contracts.)</li> <li>• <b>Information Technology:</b> support PFA on IT needs. (Hire position or outsource this work to another City department.)</li> <li>• <b>Personnel:</b> provide human resources support to PFA program. (Hire position or outsource this work to another City department.)</li> <li>• <b>Accounting:</b> provide accounting support for PFA program. (Outsource this work to Department of Neighborhoods, approx. \$100,000.)</li> <li>• <b>Public Information Officer (PIO):</b> provide PIO support for PFA program. (Hire position or outsource this work to another City department.)</li> </ul>
Data and Evaluation	<ul style="list-style-type: none"> <li>• Data and reporting</li> <li>• Ongoing evaluation and assessment</li> <li>• Coordination of data sharing and data system integration across early childhood programs</li> <li>• Management of outside evaluation contract</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Data &amp; Evaluation Manager:</b> oversee unit.</li> <li>• <b>Database Administrator:</b> manage databases.</li> <li>• <b>Data Analyst:</b> gather and analyze data relevant to the outcomes and progress indicators including data from providers and K-12 system.</li> <li>• <b>Management Systems Analyst:</b> provide support for data entry and quality control; offer database support for providers.</li> </ul>
Communications and Outreach	<ul style="list-style-type: none"> <li>• Outreach to potential providers</li> <li>• Parent and community engagement</li> <li>• Coordination of kindergarten transition</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Communications and Outreach Coordinator:</b> outreach to potential providers; engage parents and community members; coordinate kindergarten transition efforts.</li> </ul>

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<p><b>Continuous Quality Assurance</b></p>	<ul style="list-style-type: none"> <li>• Coaching</li> <li>• Training and professional development</li> <li>• Site assessments</li> <li>• Curriculum instruction</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Continuous Quality Assurance Manager:</b> oversee unit; support Education Specialists, since trained in all curriculum models.</li> <li>• <b>PFA Coaches:</b> provide professional development /coaching for providers; administer site-level assessments. (Initially 1 per 10 classrooms, eventually 1 per 25 classrooms.)</li> <li>• <b>Strategic Advisor:</b> plan and coordinate all training through the Early Learning Academy including HighScope coursework and summer institutes; develop supplemental curriculum training and materials.</li> </ul>
<p><b>Operations</b></p>	<ul style="list-style-type: none"> <li>• Student intake</li> <li>• Preschool assignment process administration</li> <li>• Enrollment</li> <li>• Compliance</li> <li>• Fiscal/technical oversight for providers</li> <li>• Development of program scopes of work</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Operations Manager:</b> oversee unit.</li> <li>• <b>Human Services Coordinators:</b> assist with marketing/recruitment, sign-ups, and collecting monthly tuition payments; assist families with eligibility verification process; provide resources/referrals to other City services (utility assistance, work training, other early learning services, etc.); help families correct wrong information; support families with other social service needs as able. (1 per 400 families.)</li> <li>• <b>Early Education Specialists:</b> determine provider eligibility; select providers; develop contract scopes to give to finance/admin unit; monitor contracts; monitor compliance with PFA performance standards; provide fiscal/technical assistance to providers. (1 per 25 contracts.)</li> </ul>
<p><b>Capacity Building/ Workforce Development</b></p>	<ul style="list-style-type: none"> <li>• Administration of capacity building funds</li> <li>• Family Child Care (FCC) Pilot Study</li> <li>• Parent and workforce development</li> <li>• Space development</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Capacity Building Manager:</b> oversee unit.</li> <li>• <b>Strategic Advisor:</b> manage pilot programs; administer capacity building funds.</li> <li>• <b>Planning and Development Specialist:</b> provide technical assistance with space development.</li> <li>• <b>Permit Specialist:</b> housed at the Department of Planning &amp; Development, provide permit assistance</li> </ul>
<p><b>Policy &amp; Planning</b></p>	<ul style="list-style-type: none"> <li>• Project management</li> <li>• Coordination with related state and regional efforts</li> <li>• Grant writing</li> <li>• Legislative coordination</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Project Manager:</b> oversee special projects; coordinate with related state and regional efforts.</li> <li>• <b>Planning and Development Specialist:</b> write grants; interface with Legislature.</li> </ul>

<p><b>Administrative Support</b></p>	<ul style="list-style-type: none"> <li>• Providing administrative and technical support to the PFA Director and managers</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Administrative Staff Assistant:</b> support the Program Director.</li> <li>• <b>Administrative Specialists:</b> administrative support to PFA program staff. (Begin with 1 and grow to 3 FTEs over 10 years. OFE should create a ratio relative to the size of the PFA program staff for long-term staffing plans.)</li> </ul>
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## Other Costs

**Enrollment management system.** To manage enrollment for PFA centrally, OFE should develop or purchase an enrollment management system to process online applications, manage waitlists, and assist with the preschool assignment process that may potentially be needed in the initial years of program roll-out. Applications should also be available as hard copies and provided in multiple languages that meet the needs of people with limited English proficiency.

**Preschool assignment process algorithm.** During the ramp-up period of PFA, if demand exceeds the supply of spaces in PFA classrooms, a preschool assignment process will likely be necessary to allocate the available spaces. This process should be open to all children regardless of location within the City of Seattle or family income. Assignment algorithm software will need to be developed or acquired to provide a transparent, equitable, and efficient way to balance enrollment of multiple children across different providers. See rationale for serving mixed incomes in *Section 3.1 Student Eligibility*.

## 6.0 OUTCOMES AND EVALUATION

### 6.1 Overview

#### Quality Assurance and Program Evaluation in a Continuous Improvement System

Policy makers, early childhood professionals, and other stakeholders in young children's lives share the responsibility to regularly engage in program evaluation.<sup>162</sup> Prior to charting a course for program evaluation as part of an accountability system, city officials and other decision makers need to consider the purposes of the evaluations and the intended audiences.<sup>163</sup> Purposes for program evaluation may vary from obtaining data to inform high-stakes decisions, such as determining program funding or child placement, to measuring program quality and/or children's progress for program improvement purposes. Audiences may include policy makers, educators, researchers and the general public. Well-conceived program evaluation is a valuable source of information to inform decision-making in what Campbell referred to as an experimenting society that strives to rigorously implement and test new initiatives.<sup>164</sup>

All programs should perform extensive (process or quality assurance) and intensive (efficacy research) evaluations:

- **For extensive evaluation**, often referred to as *process evaluation*, data should be collected in program implementation and children's development for all children, classrooms, and sites. The ongoing, program-wide data collection should provide comprehensive and meaningful information for teachers and program managers to use to improve teaching and learning toward early learning standards.
- **For intensive evaluation**, often referred to as *program evaluation or efficacy research*, the program should conduct (or contract for) a well-designed scientific study collecting data from a sample of children from some or all of the program sites. The study should be designed to provide valid estimates of the effectiveness of the program with sufficient precision to guide decisions about the program and be adequately funded and last long enough for this purpose. Whether to sample from each classroom and each program site depends on budget and whether the result will be used to inform decisions at the classroom or site level. However, it should be noted that the smaller the unit of decision-making (classroom teacher versus site versus entire Preschool for All (PFA) population), the more rigorous the design and more extensive the sampling necessary for validity.

Both types of information can be used to hold providers accountable for performance and to ensure continuous improvement (quality assurance).

The major issues in accountability and assessment are primarily 1) designing the accountability system to be useful for multiple purposes; and 2) ensuring that the assessment instruments are valid, administered reliably, and measure useful and appropriate accomplishments. The challenge is developing a comprehensive system that provides information for instructional decision-making and program evaluation that is more efficient and less burdensome than separate systems for each purpose.

#### *What are the key components of an accountability system?*

A comprehensive accountability system used for multiple purposes should include more than child assessment data measure. If the data is to be used for instructional assessment, accountability, and program evaluation, it needs to be gathered to measure progress and inform practice at multiple levels:

- Individual child level.
- Classroom level (children and teachers).
- Center level (administrator qualifications and practices, as well as other kinds of program support including coaches and parent involvement).
- City level (aggregated data from other levels as well as sampling within a rigorous research design).

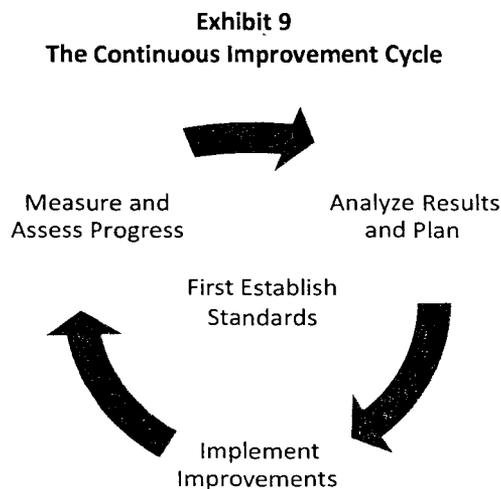
A continuous improvement system that is integrated with the evaluation research will provide timely insight into the programmatic needs and identify areas for technical assistance. A rigorously designed effectiveness study should include information on program quality. However, the outcome evaluation should not be conducted until the program is sufficiently in place. For example, a substantial majority of programs are considered well-implemented based on classroom observation (see Exhibit 10 on Programmatic Process Indicators for recommended targets to assess program implementation).

***What is the continuous improvement cycle?***

An effective early education system has school readiness goals for child learning in the form of early learning standards and identifies key program features and administrative practices in the form of program quality standards. Washington State has already defined the early learning standards and our recommendations for PFA Action Plan can form the basis for program quality standards.

Yet, quality standards alone are insufficient to ensure that PFA achieve its goals. For that purpose, Office for Education (OFE) should design and implement a continuous improvement system.<sup>165</sup>

Creation of the system begins with development of uniform standards and annual targets for program operation, teaching quality, and learning outcomes. The standards form the foundation for continuous improvement cycles at the city, provider, and classroom levels. At each level data should be aggregated to establish progress toward the standards and help plan for improvements, often through professional development. The stakeholders at each level have responsibilities in the system and work together to improve policies, regulations, procedures, and practices.<sup>166</sup> This continuous improvement system, illustrated in the Exhibit 9 below, has been found to be effective at improving quality and increasing child outcomes.<sup>167</sup>



Source: Frede, E., Gilliam, W., & Schweinhart, L. (2011). Assessing accountability and ensuring continuous program improvement: Why, how and who. In E. Zigler, W. Gilliam, & W. S. Barnett (Eds.), *The pre-k debates: Current controversies & issues*. Baltimore, MD: Brookes Publishing.

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The ultimate purpose of all data collection should be to improve outcomes for children through data-based program development. Assessments should be used by teachers to make classroom- and child-specific decisions regarding educational strategies. Also, child and classroom quality assessments should be used by administrators and other decision makers to judge the overall impact of the early education system (or parts of it) and pinpoint where changes could be made to improve effectiveness, whether related to teaching, support, or administration.

### *Ongoing Performance-Based Assessments*

The ability to use informal observational assessments to differentiate instruction for students is a critical teaching skill.<sup>168</sup> Teachers require a clear understanding of each child's abilities and learning style to plan activities and interactions that are specifically appropriate for that child. Yet effectively and reliably collecting and using data to inform practice is one of the most challenging skills for teachers to acquire, and one that requires significant coaching.

Teacher-generated observational assessments of children's progress (e.g., HighScope Child Observation Record (COR), Teaching Strategies GOLD) that are used to improve instruction can be used for accountability or program evaluation purposes only if (a) teachers do not believe the results might affect them negatively, and (b) the assessment system has been proven valid. Knowledgeable and well-prepared teachers are the best source of information about children's development, but report cards and other checklists without rigorous requirements for data-based conclusions based on systematic observation and documentation over time are regularly found to be inaccurate. The primary purpose of performance-based assessment using teacher ratings is to inform teaching; these should only be used for program evaluation and other purposes when there is sufficient psychometric information to ensure that both the instrument and the administration are valid and reliable.<sup>169</sup>

The aggregated results of child performance-based assessment should also be used at the classroom and site level for program improvement, not for high-stakes decisions regarding teachers or programs. Every teacher using the measure should be trained to an acceptable level of reliability, and methods should be in place to ensure that assessor drift does not occur in scoring over time (assessor drift relates to how assessors shift away from how they learned to rate performance when trained). Finally, teachers should be provided explicit support for using the data to inform instruction.

Many of the commonly used "authentic," ongoing assessments are cumbersome and time-consuming with marginal evidence of their validity. The credibility of the results is questionable unless teachers are well trained and have established reliability on the scoring. However, if well implemented in a system that supports the integrity of the documentation and use, these systems can be integral to effectiveness for the following reasons:

- The best systems help teachers understand the developmental sequence of skills being measured which provides direction for how to target interventions for that child or a group of children at the same skill level.
- Children's strengths and needs are captured in real-life, curriculum-embedded activities that provide information on their progress. These activities provide better guidance to teachers than direct or on-demand assessments. The added benefit is that parents are given documentation that provides detailed illustrations that support the teacher's conclusions and not a number or grade.

- Young children are not “reliable” test takers and although the typical standardized tests used in preschool tell us a great deal about a large group of children, they are much less useful for an individual child. Highly intensive assessments together with information from teachers and parents are required to make high-stakes decisions about children such as identification of a disability or development of a plan to meet a child’s special needs related to a disability.
- Unlike standardized, on-demand tests, ongoing performance based assessments focus on multiple domains of learning and help teachers see the integration of learning across domains.

## 6.2 Quality Assurance through Ongoing Evaluations

### Child Level: Collecting and Analyzing Child Assessment Data to Screen for Potential Developmental Delays and to Inform Intentional Instructional Practice

#### *Screening for Potential Learning and Development Delays and Concerns*

All children, except for those entering Preschool for All (PFA) with existing Individualized Education Plans (IEPs) should receive comprehensive developmental and social-emotional screenings within 90 days of program entry. Screenings provide an initial assessment of the child’s development, and would allow PFA providers to identify those children with potential developmental delays as they first enter the program. The following procedures outline the timelines, roles, and responsibilities to complete developmental assessments, as well as the steps to take when children require a referral for further evaluation. Screening information is never used in isolation to determine that a child has a disability. Results of screening assessments should *only* be used to identify children for referral for further diagnostic assessment. These tools are not designed to inform instructional practice or any other decision-making.

*NOTE: The procedures for screening administration (including appropriate tools) and referral of children with possible developmental delays or disabilities should be developed in collaboration with the Seattle Public Schools (SPS) and be included in the Memorandum of Understanding between Office for Education (OFE) and SPS.*

We recommend that PFA programs use the following screening tools:

- **The Early Screening Inventory–Revised Version (ESI-R)** is an interactive assessment, conducted individually with each child, which measures motor, language, cognitive, and perceptual skills. All children are screened within 90 days of program entry (except for those with an existing IEP or if the classroom is funded using Head Start dollars, then the screening must occur within 45 days as required by the Head Start Performance Standards); returning children do not receive an additional screen in their second year.
- **The Ages and Stages Questionnaire (ASQ) and the Ages and Stages Questionnaire–Social Emotional (ASQ-SE)** may be completed by teachers, parents or via parent interview to collect developmental, behavioral, social, and emotional skills information about each child. All children are screened within 90 days of program entry (except for those with an existing IEP or if the classroom is funded using Head Start dollars).

### *Ongoing Performance-Based Assessments*

There are three major assessment tools that have established some validity. Two are in wide use and one has just been published. Our first recommendation is to choose one assessment tool for which there is a possibility of citywide use to simplify training and data analysis. The system chosen should have easy to use teacher training materials and a system for establishing reliability for teacher scoring. Once teachers are using the system well—following online training and receiving support in the monthly assessment workgroups and coaching—they should establish reliability using the assessment system's online reliability tool. Online reliability tools are one factor to consider in choosing a system, along with correspondence with the curriculum model(s); coverage of essential domains and skills; clear presentation within the scoring system for understanding how the skill develops; and ease of implementation. Ease of implementation is particularly important since many systems have well over 50 items for which teachers are expected to collect evidence. This clearly detracts from teaching and likely interferes with the accuracy of the scoring.

We recommend that OFE allow providers to use either of the following, possibly with adaptations made to reduce the number of items scored to be consistent with state early learning guidelines.

- **HighScope Child Observation Record (COR).** If the HighScope Curriculum is implemented then the COR would be the most seamless choice for teachers and centers in Seattle are already using it. The established validity of the tool is respectable and the number of items is manageable for teachers. The domains do not all directly related to typical school domains but instead correspond to the HighScope Key Developmental Indicators. There is no published method for establishing teacher inter-rater reliability.
- **Teaching Strategies GOLD.** Although designed to correspond with Creative Curriculum, this system is generic enough to be used with most curriculum models and is already widely used in Seattle. The online system is comprehensive and the developmental sequence for skills is clearly accessible to teachers. There is online training and online reliability assessment. However, the scoring system is confusing with different scales in each domain and there are too many skills included. The developer could customize the reliability and the online tool, removing items to correspond with local standards or curriculum.

### **Site and Classroom Level: Implementing Program Standards and Improving Classroom Practice**

OFE should develop a **site-level implementation self-assessment rubric** for site-level continuous improvement that is designed to guide schools and centers through systematic self-appraisal of their preschool programs to provide a basis for developing program improvement plans. The items and scoring criteria on the rubric should be developed by the PFA program. The site level accountability process requires two phases annually:

1. **In Phase I**, in the first half of the program year, site-level personnel gather documentation to assess their early childhood program based on the self-assessment rubric. Initial ratings inform revisions to operations and program improvement. Because this is a program improvement tool, sites are encouraged to look critically and honestly at their programs.
2. **In Phase II**, near the end of the program year, a team of OFE specialists (education, operations, and fiscal) validates the self-assessment score using documentation provided by the site to justify their score. Site leaders combine the results of the validation with data from other sources to develop detailed program improvement and professional development plans. Initially, this should happen annually, and as the PFA matures and program standards are more regularly being met, a system for randomly selecting sites for validation can be established.

Included in the site-level evaluation tool are the results of structured classroom observations. Site supervisors should be trained in reliability and should conduct the observations in the beginning of each school year to help them tailor their classroom interventions and other professional development. We recommend using the **Early Childhood Environment Rating Scale-Revised (ECERS-R)** and the **Classroom Assessment Scoring System (CLASS)** together with **curriculum fidelity tools**.

In later years, as the scores on these global quality assessments meet maximum thresholds (see below), measures of specific teaching practices for particular domains should be added to inform specific programmatic professional development issues. These measures could include the following: Early Language and Literacy Classroom Observation (ELLCO) for language and literacy; Teaching Pyramid Observation Tool (TPOT) for social-emotional supports for challenging behaviors; Self Evaluation of Supports for Emergent Bilingual Acquisition (SESEBA) for supports for emergent dual language learners; and Self-Evaluation for Science and Math Education (SESAME) for math and science

OFE should set a low-end cut-off score for contracting classrooms (see *Section 2.5 Recommendations for Delivery Model: Provider Eligibility* above). In addition, until maximum thresholds are met, a cut-off should be set for capturing the lowest (10-15%) of scores on the CLASS. Any classroom that does not meet that cut-off should have a classroom improvement plan with a timeline for improvement. The PFA Coaches assigned to that classroom should meet with the site supervisor/center director and the teacher to develop the improvement plan. In concert with the site supervisor, the PFA Coach should offer intensive assistance to that classroom. If quality and practice does not improve within a reasonable time period as set in the improvement plan, the teacher or the classroom should be removed from PFA. Based on research indicating that classroom quality assessments are not particularly predictive of child achievement until a certain threshold of quality is reached,<sup>170</sup> we recommend the following ultimate targets for classroom quality ratings:

- ECERS-R: 5.0 or higher.
- CLASS Emotional Support (ES): 6.0 or higher.
- CLASS Classroom Organization (CO): 6.0 or higher.
- CLASS Instructional Support (IS): 4.5 or higher.

*Note: Some external reviewers expressed concern that the target might be too high in the Instructional Support domain. We recommend them because scores lower than this cut-off have not been found to be predictive of child outcome. These cut-offs should be re-evaluated as PFA ramps up and potentially adjusted based on the data.*

Exhibit 10 below provides summary information on Programmatic Process Indicators used to assess program implementation:

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Exhibit 10  
Programmatic Process Indicators

Purpose	Explanation	Proposed Objective(s)	Research Base
Serving the intended population.	Appropriate evaluation often begins by developing an understanding of the landscape of early education services in the service area—what programs are available, who has access, and who is attending. This should include information on who accesses programs and who leaves programs, as well as when and why. With this information, objectives for targeting underserved populations of children and increasing their attendance can be set and improvements measured.	<i>Within three years of implementation, enrollment in preK will meet or exceed the target set by OFE during the implementation planning process, with subgroups served in proportions that reflect the population of Seattle.</i>	In most universal preK programs where all eligible applicants must be served, enrollment of 80% is typically achieved. Enrollment of over 90% is desirable.
Ensuring that all educational leaders have the expertise needed to support quality preschool.	Sustained and meaningful improvement in classroom practices can only be accomplished with effective and informed leadership. If the contexts in which teachers work are not adjusted to support any new practices, the training will not be effective or result in sustained change.	<i>Within three years of implementation, all PFA early childhood administrators will have completed or be participating in training in Early Childhood Education leadership provided by OFE. They will have established reliability on the CLASS and ECERS-R.</i>	The quality and expertise of center/building leaders are consistently shown to be critical factors in educational success.
Providing model professional development and coaching to teachers.	It is particularly clear across the professional development research literature that isolated workshops and professional development that does not include direct coaching in the trainees' own context is rarely effective. In addition, evidence indicates that professional learning communities, self-evaluation, and individual goal setting are key elements of successful professional development. However, these need scaffolding by an expert in the beginning.	<i>In the second year of implementation, all teachers and assistant teachers in participating centers/buildings will have received periodic coaching and participated in curriculum- and assessment-focused professional learning communities at least monthly.</i>	Sustained, classroom-focused professional development is regularly found to be necessary for high-quality programs.

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Purpose	Explanation	Proposed Objective(s)	Research Base
Implementing a high-quality, effective preschool program.	Treatment fidelity should be established to ensure that the program is being implemented as intended. Structured observations of the quality of classroom practices will not only show treatment fidelity but also provide insight into the programmatic needs and the cost associated with planning technical assistance if necessary.	<i>ECERS-R: Above 5.0</i> <i>CLASS Emotional Support and Classroom Organization: Above 6.0</i> <i>CLASS Instructional Support: Above 4.5</i>	Classroom quality assessments are most predictive of child achievement at the highest end of the scales. In New Jersey, classroom averages on ECERS-R increased from below 4.0 to over 5.0 in three years with appropriate quality supports.
	Curriculum implementation fidelity is a crucial measure of the education the children are receiving as well as the effectiveness of curriculum training.	<i>Within three years of implementation, curriculum fidelity measures will show adequate implementation as established by the curriculum model developers.</i>	In general, comprehensive curriculum models take three years to implement fully. The actual targets vary by curriculum model.
Ensuring reliability of the ongoing performance-based assessment system.	A performance-based, ongoing assessment system that has been specifically designed both to measure whether learning objectives are being reached and to inform teaching should be chosen. It should engage children in meaningful tasks within a realistic context and document changes in individual children over time.	<i>Within three years of implementation, preschool teachers will have established reliability on the ongoing assessment system used in their program.</i>	All effective state preK programs require ongoing child assessment. Teacher reliability provides confidence in the results and ensures teachers actually understand the developmental trajectories.
Ensuring that all program standards are being met at each PFA site.	Validated scores of site-level self-assessment of implementation of program standards (self-assessment rubric). (Annually conducted by site-level staff. Validated by OFE staff: annually until targets are met. Then self-assessment continues in all sites with 1/3 of the sites validated yearly.)	<i>Within three years of implementation, validated scores will show that at least 80% of sites are meeting the targets set.</i>	Within one year of conducting the Self-Assessment Validation System in New Jersey's Abbott Preschool Program, districts had met the target of 2.5 on a 3 point scale.

### 6.3 External Evaluation at Program Level

The PFA program evaluation should use data from samples of classrooms, children, and program finances. Accountability will require basic information on every child, classroom, and provider, but sampling would permit the City to obtain highly detailed data at a feasible cost. Information would be used to inform rules, regulations, technical assistance, and professional development. Standardized measures of teaching and the classroom environment (Early Childhood Environment Rating Scale-Revised (ECERS-R), Classroom Assessment Scoring System (CLASS)) should be collected by observers who have been trained to reliability and provide an external check on quality in each center. Each fall and spring preschoolers and kindergartners' abilities in executive functioning, language, literacy, and mathematics should be assessed by staff trained to reliably administer individual standardized tests that have been widely used in early childhood research.

To link inputs to outcomes, the evaluation should include a **Process Evaluation** and an **Outcomes Evaluation**.

#### Classroom and Program Process Evaluation: Quality Assurance

The Process Evaluation ensures that the program is being implemented as intended. Implementation fidelity is reached when most elements of the program standards are meeting targets. For example, a goal that 60% of the eligible 3- and 4-year-olds in Seattle are enrolled in PFA in classrooms that meet the ultimate targets for the ECERS-R and CLASS tools could be one measure of implementation fidelity. Too often in program evaluations, treatments are labeled without any verification, what Patton refers to as "the problem of labeling the black box."<sup>171</sup> For example, an evaluation of a state preschool program found that the program had beneficial effects on children's learning only after controlling for fidelity of implementation of the curriculum.<sup>172</sup> In a national evaluation of implementation and effects of the Comprehensive Child Development Program, Gilliam and colleagues found marked variation in implementation across sites.<sup>173</sup> Thus, the process evaluation should begin prior to assessing outcomes and instituting a rigorous research design.

Campbell argued that no program should ever be evaluated until that program is proud.<sup>174</sup> To determine level of "pride," a program is best measured through a process evaluation of the degree to which the program is being implemented according to its plan, with adequate levels of both quality of services and degree of participation.

The classroom observations conducted annually on a representative sample of classrooms, should initially include the **ECERS-R**<sup>175</sup> and the **CLASS**. The ECERS-R provides a comprehensive look at classroom quality and could allow the City to compare classroom quality scores to programs in the research literature and in other states. In later years, content-specific classroom quality instruments could be added.

The external evaluation of classrooms should be supplemented with validation scores from the **site-level implementation self-assessment rubric** which will provide information by site on the level of program implementation by site.

#### Outcomes Evaluation

We estimate that by 2018, analysis of the annually collected classroom quality and accountability data would show that PFA is adequately implemented enough to embark on an **Outcomes Evaluation**. In this Action Plan we recommend specific child assessment tools; however, some very promising instruments are currently being developed to take advantage of touch screen tablets and should be reviewed before choosing an assessment battery. Children should be assessed in English and, if they are served in a dual

language classroom, in their home language, where assessments are available. The City should work with the research contractor to select appropriate assessments and consult with the evaluator for the state program to determine if the same measures will meet the requirements of both studies.

We recommend the following child assessment tools be administered pre and post during the preschool and kindergarten years:

- **Language development:** Peabody Picture Vocabulary Test-IV (English)<sup>176</sup> or Test de Vocabulario en Imágenes Peabody (Spanish);<sup>177</sup> Expressive Vocabulary Test.
- **Mathematical skills:** Woodcock-Johnson Tests of Achievement; Subtest 10; Applied Problems (English and Spanish).<sup>178</sup>
- **Literacy skills:** Early Literacy Skills Assessment in English and Spanish.<sup>179</sup>
- **Executive Functioning Skills:** Executive Function Scale for Early Childhood.<sup>180</sup>

These tools should be used to measure the following early learning outcomes:

- **Short-term early learning outcomes.** Within one year of meeting all Programmatic Process Indicators (we estimate 2019), children who participated fully in the PFA program will enter kindergarten scoring about .25 standard deviations (sd) higher in language, .33 sd higher in math, and .25 sd higher in basic literacy skills. These correspond to reducing the achievement gap for the lowest income quintile by 25% in language, 33% in math and 25% in basic literacy. The longer-term goal for kindergarten entry is to reduce language and math gaps with national averages at kindergarten entry by 50% or more.

*These results are comparable to results for the successful preK programs in Chicago and a number of states including Oklahoma, Michigan, Rhode Island, and New Jersey.*

- **3<sup>rd</sup> grade early learning outcomes.** The first cohort of children to meet the short-term early learning outcomes for kindergarten entry will score .10 sd to .20 sd higher on the 3<sup>rd</sup> grade statewide assessment. There will be a reduction in the percentage of children who have failed a grade or have been placed in special education.

*Longitudinal studies of the preK programs in Michigan, New Jersey, and Oklahoma have found comparable results in the early grades.*

- **Continue analyzing sample children's school test results through high school graduation.**

***Why are we not recommending Washington Kindergarten Inventory of Developing Skills (WaKIDS) as a measure of early learning outcomes?***

As stated in the Ongoing Performance-Based Assessments section of *Section 6.1 Overview*, "the aggregated results of child performance-based assessment should be used at the classroom and site level for program improvement, *not for high-stakes decisions regarding teachers or programs* . . . Every teacher using the measure must be trained to an acceptable level of reliability, and methods must be in place to ensure that assessor drift does not occur in scoring over time." Unless these rigorous procedures are in place to ensure that kindergarten teachers' scores are comparable to each other, then the data are not appropriate for any use other than to inform teaching. If all kindergarten teachers are required to establish inter-rater reliability and procedures are put in place to ensure against drift, then the City could consider using this as an outcome measure in addition to the standardized assessments.

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***The Research Design***

Ideally, the research design would take advantage of the preschool assignment process and compare a sample of eight randomly selected children from each classroom to a control group consisting of as many children as are available who were not admitted in PFA. Without knowing the actual number of children and classrooms that will be participating in PFA in 2018 it is difficult to recommend a particular sample size. The smaller the total population, the larger the proportion of children and classrooms sampled must be. In our estimates, we assume that by School Year 2018-19, 23% of the approximately 13,100 3- and 4-year-olds in Seattle will be served in 180 classrooms, resulting in a treatment sample of 1,440 children (eight children from each classroom) and an equal number of children in the control group.

If the preschool assignment process is no longer generating enough comparable children, for example, if the city decides to serve all 4-year-olds or all low-income children first, then a combination of randomized control trial and quasi-experimental design should be employed. Given the number of unknowns, the exact design cannot be determined. However, any approach will be improved by the collection of pre-test data and detailed family background data including information on parental education and income, educational activities in the home, and prior early care and education arrangements. What is necessary now is to estimate the number of children and the types of assessments so that costs can be calculated.

***Research Method to Consider in Later Years of PFA Implementation: Matrix Sampling***

Matrix sampling can reduce the assessment burden on children while covering more domains of knowledge. Instead of randomly selecting children from classrooms and sites and administering the same tests to each of them, with matrix sampling children are randomly selected to each receive a different assessment that can be statistically combined to give results for the entire city.

This design allows selection of a statistically valid sample size without burdening individual children with a comprehensive assessment. In addition, the tests chosen to measure the different domains of learning can be more extensive and thus more valid. The disadvantage of this method is that a fairly large population is required and attaching any findings directly to classrooms or sites is not possible. Thus, it may be a method to be considered in later years of the program.

### 6.4 Summary Matrix: Quality Assurance through Program Evaluation and Continuous Improvement

The matrix below summarizes the components of rigorous program evaluations and continuous improvement systems described above.

Level of Assessment	Outcome(s) Measured	Performance-based Assessment Measure(s) for Continuous Improvement	Standardized Assessment Measure(s) for Accountability and Program Evaluation	Ultimate Goal or Target (For Assessment of Progress Toward Ultimate Success)	Program Supports and Interventions
Child	Developmental progress	Teacher and parent observations of concerns (ongoing)	<ul style="list-style-type: none"> <li>• Early Screening Inventory (teaching staff)</li> <li>• Ages and Stages Questionnaire-Social Emotional (parent interview by teaching staff)</li> </ul>	None	<ul style="list-style-type: none"> <li>• Child study teams from SPS</li> <li>• Preschool Intervention and Referral Teams</li> <li>• Mental health consultants</li> </ul>
	Progress on early learning standards and kindergarten readiness	Ongoing teacher documentation of child progress (GOLD, COR). (Ongoing documentation by teachers with quarterly scoring.)	<ul style="list-style-type: none"> <li>• Direct assessments of Language, Literacy, Math, Science and Social Emotional skills on representative sample of children.</li> <li>• Specific assessments to be determined prior to conducting research (estimated 2018).</li> <li>• External data collector would assess in early fall and late spring annually after 2018 until targets are met.</li> </ul>	The specific target number should be tied to the particular assessment tool since the starting scores and scoring scales vary. One way to think about setting a target is to have a goal that each quintile of the child population will meet or exceed the average score for the next highest quintile such that for the lowest 20%, half of the achievement gap is closed by program exit. For the second lowest quintile, the target would be scoring at the mean, etc.	Strong curriculum with support for differentiation

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Level of Assessment	Outcome(s) Measured	Performance-based Assessment Measure(s) for Continuous Improvement	Standardized Assessment Measure(s) for Accountability and Program Evaluation	Ultimate Goal or Target (For Assessment of Progress Toward Ultimate Success)	Program Supports and Interventions
Classroom/Teacher	Quality teaching	<ul style="list-style-type: none"> <li>Aggregated child data</li> <li>Systematic classroom observations (e.g., ECERS-R, CLASS, curriculum fidelity measure). (Annually administered, internally by site supervisors/center directors with support from coaches in the fall to inform coaching, and externally in a sample of classrooms by trained, reliable assessors in the spring.)</li> </ul>		<ul style="list-style-type: none"> <li>Target determined by assessment tool but at the classroom level this information would be used for classroom improvement purposes only.</li> <li>ECERS-R over 5.0</li> <li>CLASS meets or exceeds 6.0 for Emotional Support, 6.0 for Classroom Organization, and 4.5 for Instructional Support</li> </ul>	<ul style="list-style-type: none"> <li>Strong curriculum</li> <li>Professional development</li> <li>Reflective coaching</li> <li>Professional learning communities</li> </ul>
Site (center, school)	Program standards	<ul style="list-style-type: none"> <li>Aggregated child data</li> <li>Aggregated classroom data</li> <li>Validated scores of site-level self-assessment of implementation of program standards (self-assessment rubric). (Conducted by site-level staff and validated by OFE staff annually until targets are met. Then self-assessment continues in all sites with 1/3 of the sites validated yearly.)</li> </ul>		<ul style="list-style-type: none"> <li>Self-assessment rubric target scores will depend on the scale (i.e., if the scale is 1-5 then an average of at least 4.5 should be the goal; if the scale is 1-7, then an average of 6).</li> </ul>	<ul style="list-style-type: none"> <li>Coaching seminars</li> <li>Educational leadership seminars</li> <li>Regular training and technical assistance visits</li> </ul>
Preschool for All	Governing body expectations	Results of a rigorous program evaluation study design using aggregated child, classroom, and site-level data		All targets above	Expert Advisory Board review and consultation

## 6.5 Baseline Data Collection

Given the importance of ongoing, program-wide data to improving child outcomes, it is critical that appropriate information is systemically collected, stored, and analyzed to inform adaptation in teacher practice, curriculum, or other areas. As mentioned earlier, a comprehensive accountability system should include information at the individual child level, classroom level (children and teachers), provider level (staff qualifications and practices), and city level (aggregated data from other levels, as well as sampling within a rigorous research design).

### Data Needs

Below we have listed the type of information that would be necessary to collect at each level and the existing systems that may already address some of these parameters.

In general, the [INQUIRE Toolkit](#) is an excellent resource for understanding and designing data systems related to early care and education. The toolkit was developed in 2013 by the Quality Initiatives Research and Evaluation Consortium (INQUIRE) Data Work Group to provide tools to support effective data collection and the use of data to answer important policy and reporting questions through the use of common data elements.

### Student Information

All Preschool for All (PFA) children should be enrolled in an information system hosted by Office for Education (OFE). Student data must be entered at pre-determined periods throughout the school year. The system should be designed to assign a unique Student Identifier (SID) to each student. Ideally, the SID would be coordinated with Seattle Public Schools (SPS) to enable future *two-way data sharing* between PFA and SPS around program participation, Washington Kindergarten Inventory of Developing Skills (WaKIDS) results, standardized testing, etc.

The system should: collect demographic, performance, and program participation data for each student including initial place of enrollment; track students across providers; and report timely, standardized, and accurate information.

### Desired Parameters

- **Child Level data**
  - Child Student Identifier (SID)
  - Demographic information (age, gender, race, ethnicity, home language, if experiencing homelessness, if in foster/kinship care or other areas of the child welfare system, disability status by type, etc.)
  - Health data (screenings, medical home, well-child exams, immunizations status)
  - Individualized Education Plan (IEP) status
  - Primary language
  - Enrollment data (start date, exit date)
  - Program participation (PFA, Head Start, Early Childhood Education and Assistance Program (ECEAP))
  - Attendance
  - Previous early childhood experience outside of the home (Early Head Start, family child care, etc.)—specify both the name and type

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- Concurrent out-of-home participation in wrap-around child care in center or family child care
- Other financial support (Individuals with Disabilities Education Act, Part B, Working Connections Child Care subsidy, etc.) Early childhood assessments
  - Developmental and social-emotional screening results (Early Screening Inventory-Revised Version (ESI-R), Ages and Stages Questionnaire-Social Emotional (ASQ-SE))
  - Ongoing, observation-based assessment administered by teachers on every child (Child Observation Record, Teaching Strategies GOLD, Early Learning Scale)
  - Standardized, on-demand assessments administered by Program Evaluators (e.g. PPVT, EVT, WJ-AP, ELSA, EFSEC)
- **Family Level Data**
  - Proof of City residency
  - Marital status
  - Number of people in household
  - Parents' highest level of education
  - Family income
  - Work status
  - Language inputs in the home (Home Language Survey results: who speaks what languages, at what proficiency, at what frequency to the child)
  - Home learning environment survey: *does your child have a regular bedtime, how often do you eat together as a family, how often do you read to your child, etc.*)

### Current Systems

- The City's **Early Learning Network Information System (ELNIS)**. Programmed and deployed to preschools for use in recording child demographic, enrollment, and attendance data for children and families enrolled in Step Ahead. Agencies use ELNIS to report attendance and enrollment data to Seattle Human Services Department monthly.
- The state's **Early Learning Management System (ELMS)**. Owned and operated by the Department of Early Learning (DEL). Collects demographic, health, and enrollment data for children enrolled in ECEAP. Also includes information on health (well-child exams, medical coverage, and immunizations status), IEPs, home language, family income, and transportation. Collects ECEAP and Head Start organization and site data.
- Federal **ChildPlus.net** system. Collects demographic, enrollment, and attendance data for children and families enrolled in Head Start.
- **Commercial software packages (e.g., ProCare)**. Off-the-shelf software systems used by some Seattle providers as management tools. These systems typically collect demographic, enrollment and attendance data for children and families; data on immunization; emergency contacts; enrollment schedules; and other pertinent information.

### Provider Information

The system should assign a unique Provider Identifier (PID) with sub-codes for each facility.

#### Desired Parameters

- **Provider Level**
  - Provider information (name, address, program accreditation, etc.)

- Licensing information (status, capacity, etc.)
- Facility type (center, family child care (FCC), school-based, etc.; nonprofit, for-profit, government-run)
- **Site Level**
  - Early childhood program type offered (PFA, Head Start, ECEAP, etc.)
  - Dual language program status
  - Number of classrooms and enrollment per classroom
  - Ages served
  - Staff information
    - Education
      - College experience (degree(s), major, institution, date received)
      - Non-degree college experience (credits earned in ECE or related field)
      - Major
    - Credentialing/licensure
    - Employment history in the field
    - Professional development history
    - Language fluency
  - Curriculum used and number of years in use
  - Quality measures
    - Early Achievers participation data (date, score, level)
    - Classroom Assessment Scoring System (CLASS)
    - Early Childhood Environment Rating Scale-Revised (ECERS-R)
    - Curriculum fidelity measure
    - Site-level self-assessment rubric score and validation score
  - Monitoring visits by OFE quality and fiscal monitors (date, purpose)
  - Self-Assessment Rubric and Validation Scores
    - Administrative practices and fiscal integrity
    - Facility
    - Staff qualifications
    - Supports for meeting all children's needs
    - Curriculum implementation
    - Assessment practices
    - Family engagement
    - Quality of coaching and professional learning community
    - Coaching and technical assistance participation (attendance at trainings, coaching session primary objectives, frequency, and duration)

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### *Current Systems*

Similar systems used by providers to enter the child-level data are also used to enter information on providers and sites, although not all of the elements listed above may be available in each of these systems:

- The City's *Early Learning Network Information System (ELNIS)*
- The state's *Early Learning Management System (ELMS)*
- Federal *ChildPlus.net* system

The following systems are currently being used to collect educator data:

- ***Managed Education and Registry Information Tool (MERIT)***. Owned and operated by DEL, this is a centralized database and registry that tracks individual staff educational and professional achievements.
  - Early learning staff create a professional record in MERIT, which includes verification of educational credits/credentials and creates an employment history. The professional record becomes "portable" and can be shared with future/potential employers.
  - MERIT also provides a trainer approval process for professionals who want to offer training in the early learning field. Staff must establish a record and have their education verified in MERIT and be part of a licensed program's participation in Early Achievers.
- ***ProCare***. Collects staff professional development and credential information.
- ***Teaching Strategies GOLD (TSG)***. Collects staff professional development and credential information.

## Recommendations

### *Data Systems*

OFE should explore licensing DEL's Early Learning Management System (ELMS) to leverage its capabilities in terms of integration with other key systems:

- **ELMS – MERIT interface**. Classroom/teacher code is entered from ELMS into MERIT so the datasets can be matched eliminating the need for separate identifiers.
- **ELMS – TSG interface**. Not in place yet, but the expectation is that by late 2014 ELMS child demographic data will auto populate into GOLD to reduce the need for double entry.

As mentioned earlier, ELMS is currently being used for data management for ECEAP providers and the system is designed around ECEAP standards. It is unclear what modifications may be needed to meet the needs of PFA and what that would imply for cost.

### *Data Sharing*

The PFA program would not operate in isolation; there would be a need to use multiple systems and create appropriate interfaces with other systems at the school district, state, and potentially federal levels. To ensure that the data exchange process is as smooth as possible, we recommend:

- As families sign up for PFA, the City should ask them to sign data-sharing consent forms to enable data sharing across systems.
- The City should convene owners/operators of the current data systems listed below to work on data system integration.

## 6.6 Feedback Systems

Office for Education (OFE) should develop a communication plan for obtaining ongoing feedback from families on the quality and variety of early learning services offered by Preschool for All (PFA). The PFA Oversight Body should assist OFE in developing a method for obtaining upfront and ongoing parent/guardian opinions and perspectives from families, so OFE can make improvements. Parents should be included in the Oversight Body and results of the Process and Outcomes Evaluations should be regularly shared with the Council for comment and interpretation. The PFA Communications and Outreach Coordinator, as well as Human Services Coordinators, should provide additional links to families and can serve as conduits for gathering ongoing feedback about the PFA program.

## 7.0 FINANCIAL IMPLICATIONS

### 7.1 Introduction

The costs associated with Seattle's Preschool for All (PFA) program have been estimated using an interactive financial model developed by the consultant team. The financial model is a **planning-level tool**, designed to provide a reasonable estimate of potential costs and revenues associated with the program and to allow for evaluation of alternative options for delivering high-quality preschool.

The interactive financial model is a flexible, assumption-based tool. It estimates the citywide costs of providing PFA, as well as average per-student costs. None of these costs should be interpreted as specific to any given provider in the city. Rather, the cost implications outlined below reflect a **reasonable average** of citywide costs under full program implementation.

The costs outlined in this section are based on a specific set of assumptions programmed into the model that align with recommendations in the Draft Action Plan. The financial model provides a tool for decision makers to explore the implications of different decisions beyond those presented below.

Please note that some exhibits present amounts in **year of expenditure dollars** to help the City understand the full cost of the program, while others present amounts in **inflation-adjusted 2014 dollars** to allow comparison across years in real terms. This difference is stated in the title of each exhibit.

### 7.2 Summary of Costs and Revenues

#### Total and Net Program Cost

The total cost of Preschool for All (PFA) is comprised of four main components:

- **Provider costs.** These include instructional staff salaries and benefits, facility rent and maintenance, other staff salaries and benefits, and non-personnel costs such as supplies, utilities, and food.
- **Office for Education (OFE) program support activities.** These include contracting with Public Health Seattle & King County (PHSKC) to provide health support to children enrolled in PFA, providing a cadre of coaches to mentor PFA providers' staff, and supporting kindergarten transition.
- **OFE program administration and evaluation.** These include the staff responsible for administering the program, such as a director, finance, human resources, and IT positions. This cost component also includes evaluation work, including data systems and contracting for outside evaluators, and monitoring the Family Child Care (FCC) Pilot Study.
- **Capacity building.** The model assumes that the City would provide some level of financial support for organizational, workforce, and facility capacity building during the first five years of implementation.

The interactive financial model estimates costs in each of these areas as well as the revenues necessary to fund the plan based on different implementation scenarios. Key cost drivers include the projected number of children served per year, as well as program quality requirements such as staff-to-student ratios, number of hours per day, provider facility costs, and required professional development activities.

This section presents the financial implications of our team's proposed phasing scenario, as outlined in *Section 4.1 Phasing and Plan Alternatives*.

**Financial Impact of Recommended Program**

Exhibit 11 summarizes the estimated cost of PFA over the next 10 years (2015-2024) in year of expenditure dollars for the proposed phasing timeline. The costs in this section only portray the costs of the recommended 6-hour per day, 180-day per year program. Before/after care (wrap-around care) and summer care costs are not assumed to be a part of PFA program costs.

Additional line-item details are available in *Attachment D*; a description of revenue sources is located in *Section 7.4 Funding Sources*.

**Exhibit 11**  
**Estimated PFA Costs (2015-2024, Year of Expenditure Dollars)**

	2015-2019 (first 5 years)	2020-2024 (second 5 years)	Total 2015- 2024 (first 10 years)	Percent of Total
<b><u>Provider Costs</u></b>	<b>\$ 104.6 M</b>	<b>\$ 395.2 M</b>	<b>\$ 499.7 M</b>	<b>80.6%</b>
Labor	\$ 74.1 M	\$ 287.0 M	\$ 361.0 M	58.3%
Facilities	\$ 9.9 M	\$ 34.8 M	\$ 44.7 M	7.2%
Other	\$ 20.6 M	\$ 73.4 M	\$ 94.0 M	15.2%
<b><u>OFE Program Support Activities</u></b>	<b>\$ 13.4 M</b>	<b>\$ 34.0 M</b>	<b>\$ 47.3 M</b>	<b>7.6%</b>
Professional Development	\$ 8.0 M	\$ 16.8 M	\$ 24.8 M	4.0%
Health Support	\$ 5.4 M	\$ 17.1 M	\$ 22.5 M	3.6%
<b><u>OFE Program Administration</u></b>	<b>\$ 17.4 M</b>	<b>\$ 35.8 M</b>	<b>\$ 53.2 M</b>	<b>8.6%</b>
Administration	\$ 12.7 M	\$ 25.3 M	\$ 38.0 M	6.1%
Assessment and Evaluation	\$ 2.1 M	\$ 6.4 M	\$ 8.5 M	1.4%
Overhead and Non-Personnel	\$ 2.6 M	\$ 4.2 M	\$ 6.7 M	1.1%
<b>Subtotal Operating Cost</b>	<b>\$ 135.3 M</b>	<b>\$ 465.0 M</b>	<b>\$ 600.3 M</b>	<b>96.9%</b>
<b><u>Capacity Building</u></b>	<b>\$ 13.1 M</b>	<b>\$ 6.4 M</b>	<b>\$ 19.5 M</b>	<b>3.1%</b>
Personnel	\$ 2.5 M	\$ 0.5 M	\$ 3.0 M	0.5%
Facilities	\$ 10.6 M	\$ 5.9 M	\$ 16.5 M	2.7%
<b>Total Program Cost</b>	<b>\$ 148.4 M</b>	<b>\$ 471.4 M</b>	<b>\$ 619.7 M</b>	
<b><u>Revenue and Funding</u></b>	<b>\$ 79.4 M</b>	<b>\$ 172.1 M</b>	<b>\$ 251.5 M</b>	<b>40.6%</b>
Family Co-pay	\$ 24.5 M	\$ 85.8 M	\$ 110.3 M	17.8%
Public Funding Sources	\$ 54.9 M	\$ 86.2 M	\$ 141.2 M	22.8%
<b>Net Program Cost to City</b>	<b>\$ 68.9 M</b>	<b>\$ 299.3 M</b>	<b>\$ 368.3 M</b>	

Source: BERK, 2014.

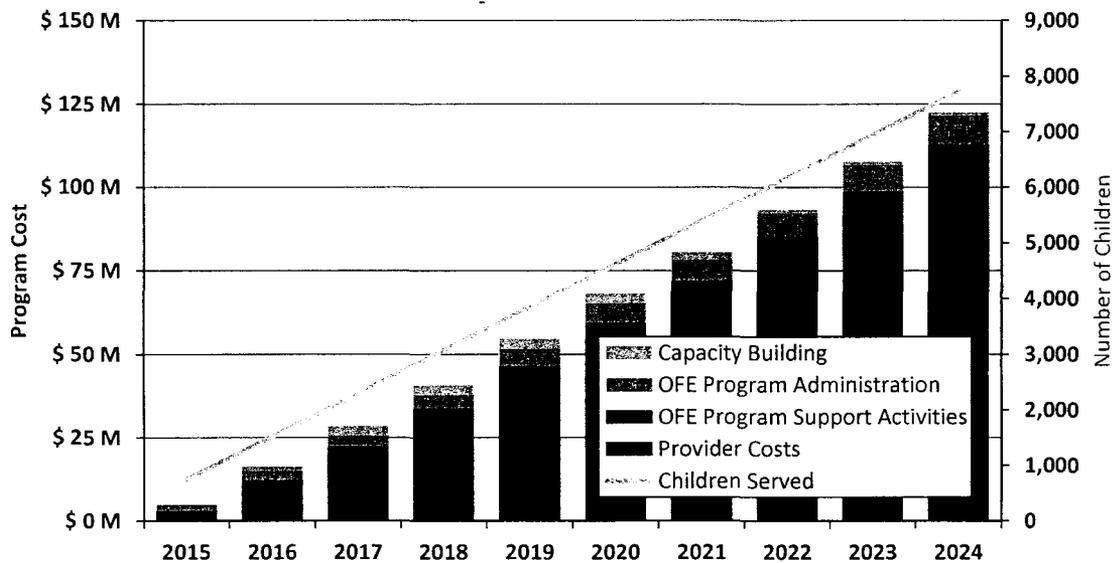
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The model assumes that PFA will begin incurring costs in calendar year 2015. As noted in *Section 4.1 Phasing and Plan Alternatives*, the number of children in the program is projected to increase significantly from 2015 through 2029. In addition to inflation, the increase in children served is the main driver of costs over time.

- **Provider** costs make up the majority (80.6%) of PFA costs, which consists of cost for labor, facilities, and other non-personnel items such as supplies and insurance.
- **OFE program support activities** comprise approximately 7.6% of PFA costs over the 10-year period. Health support comprises 3.6% of total costs, while professional development comprises 4.0% of total costs.
- **OFE program administration** makes up 8.6% of costs over the 10-year period. This cost component makes up a higher percentage of operating costs in the early years as fewer students are enrolled and many systems are being developed.
- **Capacity building** funding comprises 3.1% of total costs over the 10-year period.
- **Revenues and funding sources** will support approximately 40.6% of total costs over the 10-year period. Existing and potential public funding sources will support 22.8% of PFA costs, while sliding scale tuition will make up 17.8% of total costs.

Exhibit 12 shows how the cost components change by year, compared to the number of children served each year.

**Exhibit 12  
Breakdown of PFA Costs Per Year (2015-2024, Year of Expenditure Dollars)**



Source: BERK, 2014.

Exhibit 13 shows how the above costs translate into different lengths of a property tax levy being considered by the City. The first column shows the impacts of a four-year levy, which would coincide with the expiration of the current Families and Education Levy in 2018. The second column shows a seven-year levy, which is a more typical length for the City to consider. Levy amounts are shown in both year of expenditure and inflation-adjusted dollars.

Exhibit 13  
Implications for a 4-Year or 7-Year Levy (2015-2021)

Example Levy Costs	4-Year Levy (2015-2018)	7-Year Levy (2015-2021)
<b>Year of Expenditure Dollars</b>		
Total Levy Amount	\$ 42.3 M	\$ 159.6 M
Annual Average	\$ 10.6 M	\$ 22.8 M
<b>Inflation-Adjusted Dollars</b>		
Total Levy Amount	\$ 39.5 M	\$ 141.1 M
Annual Average	\$ 9.9 M	\$ 20.2 M

Source: BERK, 2014.

- The total cost of a four-year levy in year of expenditure dollars is \$42.1 million, or an average of about \$10.5 million per year.
- The total cost of a seven-year levy in year of expenditure dollars is \$159.2 million, or an average of about \$22.7 million per year. The average cost per year is higher in the longer levy scenario because more children are being served each year.

### Per-Child Costs

Cost per child can be defined and calculated in several different ways. The section below strives to provide full transparency of the two components that go into this amount: the number of children served, and the components included in the cost. Different programs (e.g., Head Start or Early Childhood Education and Assistance Program (ECEAP)) may group their costs in different ways when presenting per-child costs. Therefore, it is important to only compare analogous cost numbers between programs.

For PFA, the cost per child changes over time, mostly in response to (a) inflation and (b) pre-loading of administrative costs in the early stages of the program before many children are enrolled. This cost does **not** include capacity building as part of the average.

Exhibit 14 shows the estimated average per-child cost broken down by component for School Year (SY) 2024-25. The purpose of showing this year is to understand, near full scale, how the programmatic elements translate into per-student costs. The cost has been adjusted to 2014 dollars.

Exhibit 14

Average Per-Child Cost at Full Implementation (SY 2024-25, Adjusted to 2014 Dollars)

	SY 2024-25 Cost (\$2014)	Percent
<b>Base Provider Cost/Child</b>	<b>\$11,250</b>	<b>85%</b>
<i>Avg addt'l for child with IEP</i>	<i>\$2,000</i>	
<i>Avg addt'l for ELL child</i>	<i>\$700</i>	
<i>Avg addt'l for child &lt; 130% FPL</i>	<i>\$500</i>	
<b>Average Program Support Cost/Child</b>	<b>\$1,000</b>	<b>8%</b>
<b>Average Program Admin Cost/Child</b>	<b>\$1,000</b>	<b>8%</b>
<b>Total Average Cost/Child</b>	<b>\$13,250</b>	

Source: BERK, 2014.

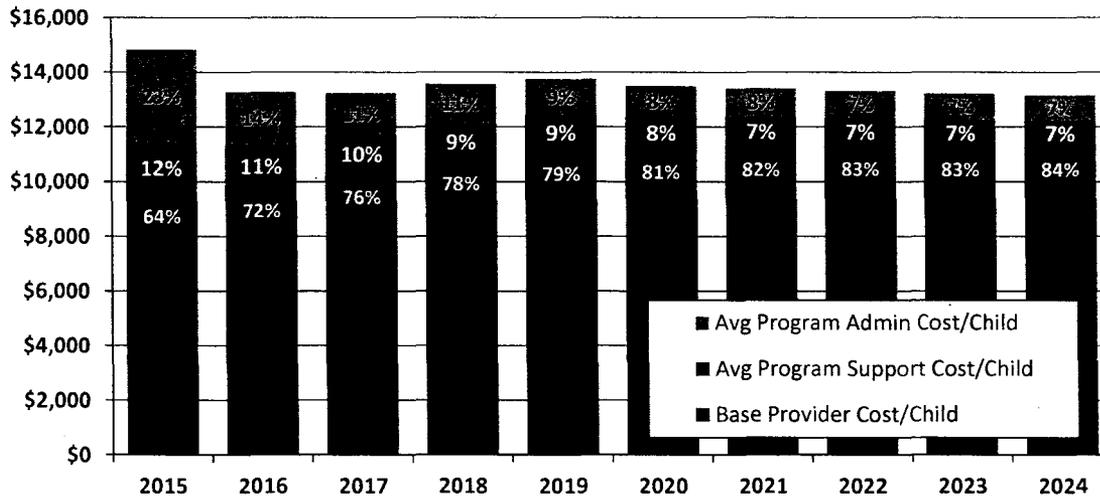
- The total average cost per child is estimated to be \$13,250 in ten years. This cost will vary by year over the implementation timeline as fixed costs are spread over a growing number of children. This amount represents the average in one selected year.
- The base provider per-child cost would be approximately \$11,250 per child, or 85% of the total per-child cost for PFA.

Providers would receive additional funding of between \$500 and \$2,000 per year for special populations, such as children on Individualized Education Plans (IEPs), children who are English Language Learners, and children from families below 130% of federal poverty level. This additional cost would result in an additional subsidy amount from the PFA program to the provider, and is not related to the sliding tuition scale shown in Exhibit 17. These additional costs are driven by the need for more in-classroom staff to support lower adult to student ratios.

- Program support costs, such as health support and professional development, comprise 8%, or \$1,000 per child.
- Program administration costs comprise 8%, or \$1,000 per child.

Exhibit 15 shows how the average per-child cost changes over the first 10 years of implementation, as well as changes in its components. All amounts have been adjusted to 2014 dollars. If the City opts for a slower phase-in scenario where fewer children are served in the near-term, the per-child cost would be marginally higher in the early years, but reach the same long-term average over time.

Exhibit 15  
Components of Per-Child Cost Over Time (2015-2024, Adjusted to 2014 Dollars)



Source: BERK, 2014.

- In the long-term, upon full implementation, the per-child cost averages \$13,250 per year, in inflation-adjusted dollars. In the long-term, depending on the specific year being considered:
  - About 80-85% of this cost is at the provider level.
  - About 7-9% of this cost is for program support activities, including health support and professional development.
  - About 7-9% of the per-child cost goes toward program administration and evaluation costs.

Attachment D includes a table of year by year average per-child costs for additional detail.

### 7.3 Cost Estimate Assumptions

#### Provider-Level Costs

Provider-level costs include everything involved in staffing, housing, and operating the Preschool for All (PFA) program in a child care center or family child care environment. Primary drivers of provider-level costs are the number of students served, teacher-to-student ratios, class sizes, number of classrooms, salaries, and various facility-related expenses.

Actual implementation costs at the provider level will vary for each specific provider based on the size and type of the specific organization. As noted previously, the purpose of the financial model was to develop reasonable citywide and average provider costs. Therefore, the cost assumptions are focused on identifying likely average costs for many types and sizes of providers.

#### Labor Costs

Labor costs make up the greatest portion of provider budgets. Salaries for educators, administrators, and professional development staff are calculated separately by the model as each is driven by different combinations of program variables. Mandatory and optional benefits are calculated as a percentage of salary for each staff classification.

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- **Instructional Staff** consists of the teachers, assistant teachers, and teacher aides involved directly in educational delivery. The total number of instructional staff needed citywide each year is determined by the number of each type required per classroom (educator-to-student ratios) and the total number of students served. Permanent “floaters” and substitute teachers are also required to provide coverage for regular classroom instructional staff.

The model assumes different educator salaries based on level of education:

- Educators with a Bachelors of Arts (BA) in Early Childhood Education (ECE) are assumed to be paid a salary comparable to the Puget Sound Educational Services District's (ESD) classified staff.
- Educators with a BA and a P-3 (preschool through 3<sup>rd</sup> grade) teaching certificate are assumed to be paid a salary comparable to the Seattle Public School's (SPS) average base salary for certified teachers.
- Many educators currently in the workforce do not have a BA or teacher certification. These teachers are assumed to be paid the City's current average salary for preschool teachers, as found in the Bureau of Labor Statistics' 2012 Salary Survey. As discussed in *Section 3.3 Staff Education Requirements*, all instructional staff are expected to have met minimum education levels by the 2020-21 school year.
- **Non-instructional staff** include program directors, site supervisors, reception staff, and other provider employees such as finance, human resources, and family support. Reasonable staff-to-classroom ratios were developed based on previous studies and interviews with early learning specialists who have implemented programs in other states. These average ratios are designed to capture the variability in provider size (number of classrooms) across the city.
- **Educator professional development** consists of paying for the time necessary for educators to attend conferences and trainings, take part in in-service and pre-service days, and other continuing education opportunities related to instruction and curriculum. The costs for coaching and curriculum training are *not* included in this component. These costs are captured as part of Office for Education's (OFE) program support costs.
- **Costs for special populations.** Providers that serve children with Individualized Education Plans (IEPs), children who are English Language Learners, and children from families earning less than 130% of federal poverty level (plus homeless children and children in foster/kinship care or other areas of the child welfare system) may require additional educational staff to deliver preschool services. Additional costs are driven by the presumed need for additional assistant teacher in some classrooms that serve a significant number of children from these populations. These costs are added to the cost per student according to the relative proportion of these student populations in Seattle.

Any additional costs to support children with IEPs are assumed to be covered by Seattle Public Schools, as they are legally required to pay for accommodations, travel to and from developmental preschool, and any necessary one-on-one aides.

### **Facility Operating Costs**

Facility costs fall into two categories. One is the capital cost of constructing and equipping new facilities. The other is the cost associated with occupying or operating an existing facility. For this analysis, capital costs for new facilities are considered separately in *Section 4.2 Capacity Building*. Occupancy costs including rent, utilities, and maintenance are considered part of the delivery cost for providers. The components of these operating costs are described below.

- **Rent, mortgage, or lease** payments make up the majority of occupancy costs for providers. These costs are based on the amount of space necessary for a high-quality classroom and average rents per square foot in Seattle. Rents vary significantly by location; however, system-wide averages can be estimated from actual budget data from existing centers.

An extensive dataset was compiled for the Washington Preschool Program report issued in 2011<sup>181</sup>, and validated through updated interviews with directors of current Seattle-based early learning providers. Estimated annual cost per square foot is based on an average center including classrooms, kitchen, and office spaces, and is inclusive of property taxes.

- **Maintenance and utility costs** are also estimated on an annual cost per square foot basis, using similar methods and review of current provider budgets. Maintenance includes custodial and landscaping services as well as cost of everyday facility repairs. Utilities include electricity, gas, sewer, water, and phone and internet service.

#### *Other Provider Costs*

- **Transportation** costs include the daily operation and maintenance of a vehicle fleet used to transport children to and from a preschool provider. Cost per child was estimated based on the actual budget information of several Seattle-area providers. Capital costs of vehicle purchase are not specifically considered. The model allows the user to adjust the percent of children assumed to use transportation services. The estimates shown above assume approximately 10% of children would require transportation services. The need for transportation services will likely vary significantly by provider.
- **Supply** costs include educational materials and equipment; food service, food, and kitchen supplies; and office equipment and supplies. These line items were also estimated on a per child basis using data compiled from multiple centers for the 2011 Washington Preschool Program report.<sup>182</sup> Costs were updated for inflation.
- **Curriculum** costs include both the actual cost of materials as well as educator training. Annual costs per child are based on the HighScope curriculum and training modules, and Teaching Strategies GOLD tracking and assessment tools.
- **Business services** include professional services (e.g., accountants) as well as the costs of building and liability insurance.

#### *Profit and Reinvestment Margin*

Allowable profit or reinvestment is calculated as a percentage of all other provider costs. This analysis uses a rate of 2.5% allowable profit, which is the same percentage currently allowed for the City's Step Ahead program.

#### **OFE Program Support Costs**

The costs at the City's Office for Education are contained in three separate areas. This section describes the activities categorized as program support, which include:

- **Health support.** The City of Seattle currently contracts with Public Health Seattle & King County (PHSKC) to provide health services to the Step Ahead program. Cost estimates used for the PFA model are based on the existing contract with Step Ahead, and scaled according to the number of students served in PFA. Overall cost is driven by staff-to-student ratios for nurses, mental health specialists, and nutritionists employed under the contract. The contract also accounts for direct charges and indirect costs at PHSKC.

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- **Professional development support** from OFE consists of coaching staff hired to work directly with providers as well as annual hosted curriculum trainings for cohorts of educators. Coaches would work with teachers at centers, as well as with site supervisors to coach and mentor them to become great on-site coaches for instructional staff at their centers. This support is assumed to be higher in the short-term, as the existing workforce may require more intensive one-on-one coaching. In the long-term, the coaching staff is assumed to be 1 coach for every 25 classrooms. These staff ratios are included in the description of OFE organizational structure in *Section 5.2 Governance and Organizational Structure*.

### OFE Program Administration and Evaluation Costs

Program administration and evaluation includes components for salaries and benefits for OFE staff, overhead and non-labor costs, program evaluation, student assessment, and data systems.

- **OFE staff** costs are directly tied to the number of Full Time Equivalent (FTE) employees needed and the appropriate salary and benefits schedules as provided by OFE. Please refer to *Section 5.2 Governance and Organizational Structure* for the summary of staff suggested to be employed at OFE to support PFA.
- **Overhead and non-personnel costs** cover facility, fleet, accounting, IT, and other office support (phones, miscellaneous supplies) which support OFE program administration staff. Average cost for each of these items was estimated per FTE based on the City's current operating budget.
- **Scientific Advisory Board**. The costs to support the Scientific Advisory Board include an assumption of annual travel and honorarium costs for the six members of this Board.
- **Program evaluation** costs include evaluation of provider facilities as well as independent program evaluation by an outside party. Provider evaluation costs are estimated at a per-classroom level using OFE's average costs for Classroom Assessment Scoring System (CLASS) and Early Childhood Environment Rating Scale-Revised (ECERS-R) evaluations for the 2013-14 school year. Outside evaluation costs are assumed to be contracted annually from 2018-2024, and biannually thereafter.
- **Family Child Care (FCC) Pilot Study** costs included in the financial implications assume that the FCC Pilot Study occurs concurrently with the full Outcomes Evaluation beginning in 2018 (See *Section 6.0 Outcomes and Evaluation* for more information on the options). If the FCC Pilot Study is conducted concurrently with and as part of the same contract as the full Outcomes Evaluation, the additional costs are marginal. Assessors must be trained in administering the CLASS and Family Day Care Environment Rating Scale (FDCERS) for FCC settings but the administration costs, which would be the same as for a classroom, are already included in the model. Since only a sample of children in every classroom would be included in the Outcomes Evaluation, there are also marginal costs of assessing all 10 children in every FCC. Total estimate of 40 additional children assessed pre and post and training for the quality assessment tools is \$30,000 over a two-year period (3- and 4- year-olds would all need to transition to kindergarten).

If the City opts to conduct this Pilot prior to inception of the full Outcomes Evaluation or to collect information from parents about satisfaction generally or benefits of having a child in FCC versus center-based care, the costs would increase substantially. We estimate the costs of a stand-alone study to be \$150,000–\$200,000. This cost is *not* included in the financial implications above. The reason that this estimate is closer to the estimate for the full Outcomes Study even though the sample size is much smaller is that the cost of the research director and coordinator time is fairly constant regardless of the sample size. This further assumes that the City can negotiate a reasonable overhead amount (25%) with the research institution and that the researchers are local and therefore do not require long-distance travel.

The costs of FCC providers operating PFA slots would be marginally different from center-based costs; therefore, the assumption is that they are already accounted for in the financial model. Coordination by OFE is also assumed to be absorbed in the cost within the model.

- **Student assessments** cover the Peabody Picture Vocabulary Test and Teaching Strategies GOLD systems as well as the cost of some supplemental health screening kits, each on a per child basis. Costs are estimated per student based on 2013-14 school year average costs from the Step Ahead program operating budget.
- **Data systems** costs are separate from the baseline IT expenses included in the “overhead and non-personnel cost” category noted above. Data systems costs include the purchase, contracted development, and maintenance of PFA-specific database applications and enrollment management systems. There are also expected to be per-classroom costs for licensed software used by providers to track and assess student performance over time.

## Capacity Building Cost Assumptions

Capacity building cost assumptions comprise funds that would be available to support educators, organizations, and facility capacity development during the first five years of program implementation. This section describes the assumptions included in the model about these different capacity building areas. *Exact amounts will be based on policy decisions* about the effort the City would like to support.

### Personnel Capacity Building

- **Provider organizational capacity building.** The model assumes an annual amount of \$100,000 per year over five years. These funds would support provider leadership, organizational, and fiscal skills development.
- **Educational attainment for educators.** The Professional Capacity Building Fund is for supporting teachers in obtaining additional education, such as bachelors’ degrees or teaching certificate in ECE, and other educator capacity building activities outlined in *Section 4.2 Capacity Building*. The cost is based on approximately 70% of teachers entering the system each year for the first five years receiving support to increase their level of education. Additionally, the financial implication summary assumes that about 10 educators from “on-ramp” providers (those that are not yet qualified for PFA but show strong potential) will also draw funds each year for the first five years. Approximately \$10,000 per teacher is assumed in the first year, growing with inflation over time. This support is assumed to end after five years.
- **Professional development of coaching staff.** This fund assumes that new coaches at OFE will require about \$4,000 per year in initial training and development, which is assumed to end after five years. Ongoing professional development for these positions is assumed at approximately \$1,000 per year per coach.

### Facility Capacity Building

**Facilities Capacity Building Fund.** This analysis assumes \$500,000 in 2014, \$2.0 million from 2015-2019, and \$1.0 million from 2020-2024. These amounts are designed to support building and/or renovating facilities to support PFA-quality classrooms. The fund also includes an assumption of funds to support acquisition of equipment, furniture, and other major classroom supplies for classrooms that join PFA for the first five years. An average of \$7,500 per classroom is assumed, which reflects that some classrooms will need minor or no support, while others (especially newly built classrooms) will need up to \$20,000 in support.

## 7.4 Funding Sources

### Current Funding Sources

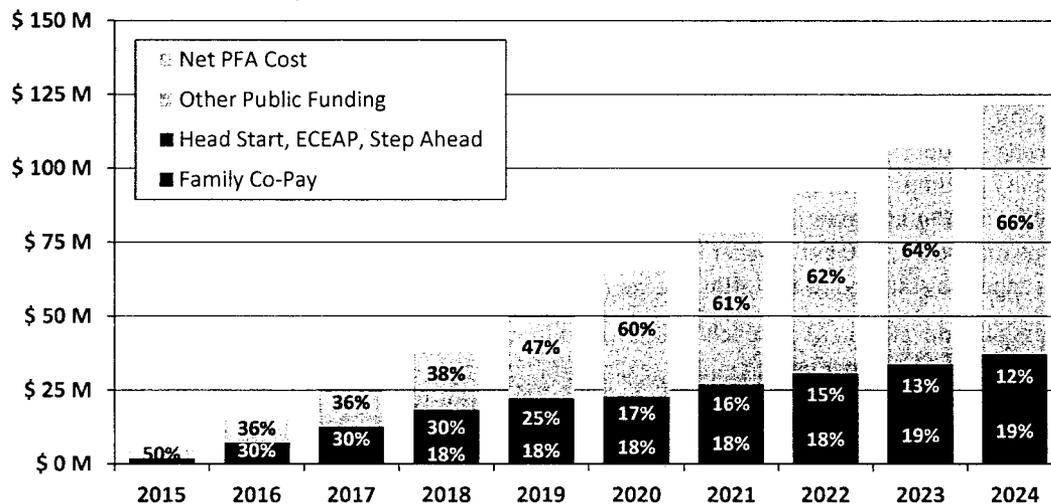
The financial model incorporates funding from existing federal, state, and city programs to offset the total cost of the Preschool for All (PFA) program. Current programs such as Head Start, Early Childhood Education and Assistance Program (ECEAP), Working Connections Child Care, Child Care Assistance Program (CCAP), and Step Ahead subsidize the per-child costs of providers for limited numbers of eligible children. Other state and local programs may contribute some funding toward provider or Office for Education (OFE) costs.

In order to leverage these funding sources, the financial model accounts for the requirements, restrictions, and total amount of available funds for each program then estimates those funds as program revenues that reduce the overall price that the City must pay to implement PFA.

Changes in these sources over the course of PFA implementation are assumed to grow based on known expansion plans of each program. If specific plans are unknown, program funds are estimated to increase by general inflation over time.

This funding analysis only focuses on major sources of funding available for child care and public preschool purposes. The sources included here make up the large majority of potential funding that could be leveraged to support PFA. Individual providers may sometimes receive other funding, but these sources are typically small and inconsistently provided. Exhibit 16 summarizes the assumed percent of the program that would be paid for by each type of revenue over the next 10 years.

**Exhibit 16**  
**Annual Funding by Revenue Type (2015-2024, Year of Expenditure Dollars)**



Source: BERK, 2014.

In the earlier years of implementation, a larger percentage of the program is assumed to be funded by public sources (including Head Start, ECEAP, Step Ahead, Working Connections, and CCAP), as slots in existing programs are assumed to come under the PFA umbrella relatively quickly. In the long-term, given the assumptions for tuition and growth in PFA program enrollment, about 66% of the annual operating cost of the program will need to be funded by the City of Seattle, 16% of the program will be funded by existing programs, and 19% of the program will be funded by family co-pays.

The assumptions behind these revenue sources are described in more detail below.

## Publicly Funded Early Education Programs

Publicly funded early education programs fund providers at a set rate per child. Eligibility varies by program and some programs allow co-enrollment (i.e., one child can be enrolled in more than one program). These variations are included in the model where they impact the total revenue that aligns with each child.

The estimated number of children participating in each program by year is the primary model variable that drives the total amount of funding available for PFA from these programs. Those funds are then factored into the model as revenues to estimate the net cost to the City of PFA.

Most of the current programs have different quality parameters than PFA. The primary differences in most cases are educational and coaching requirements for instructional staff, class sizes, and hours of preschool per day. These programs are described in more detail in *Section 2.2 Local Context: Landscape of Early Learning Providers*.

Future estimates for the total number of slots available and amount of funding per slot are driven by growth rates within the model. These can be adjusted for each program as conditions change over the course of implementation. Income eligibility criteria are determined according to the federal poverty level (FPL).

Student population projections by income level are guided by 2012 American Community Survey estimates of children in families by FPL by age. Since population projections by income level were not available, the proportions of children in each income bracket are assumed to remain static across the implementation timeframe.

- **Head Start** providers currently serve approximately 1,100 children in Seattle whose families earn less than 130% of FPL. The model assumes a gradual uptake of those students into the PFA program and the eventual inclusion of all Head Start-enrolled children in Seattle in PFA. To be conservative, the total number of Head Start slots available in Seattle are not projected to increase over the implementation period; however, those projections can be modified as new information becomes available.

Children that are co-enrolled in Head Start and PFA are assumed to support PFA with revenue equal to 65% of the per-slot contracted rate of Head Start for every child in PFA who is also enrolled in Head Start. The remaining portion of each child's contracted Head Start rate supports portions of the Head Start program that are not additive with PFA's requirements, as well as administrative costs necessary for the provider to report to each program.

- **ECEAP** provides funding to support students from families earning less than 110% of FPL and currently funds 330 slots in Seattle. The state is currently working on a significant expansion effort that will increase ECEAP slots quickly over the next few years. Long-term, the model assumes that the number of ECEAP slots will grow with the population of children, to ensure all eligible children can be served.

Children that are co-enrolled in ECEAP and PFA are assumed to support PFA with revenue equal to 80% of the per-slot reimbursement rate of the new full-day rates that will come into place due to ECEAP expansion. The remaining portion of each child's reimbursement rate for ECEAP supports portions of the ECEAP program that are not additive with PFA's costs, including contractor administration and provider reporting requirements.

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- **Working Connections Child Care (WCCC)** is another state program that provides funding to serve children from households with parents earning less than 200% of FPL and are working or in job training. The model assumes that all PFA students who are enrolled in ECEAP will also be receiving funding through WCCC and that these children will bring their combined funding amount into the PFA program, up to a maximum of the PFA per-child cost at the provider level. This assumption is based on the City's plan to apply for only full-day ECEAP slots in Seattle. Any additional WCCC funding for co-enrolled children in ECEAP would go to wrap-around care and is not assumed as revenue to support PFA.

Additionally, there are children who are enrolled in WCCC but not in the ECEAP program. For these children who are co-enrolled in PFA, the model assumes that all part-day WCCC subsidies and 50% of full-day WCCC subsidies would be used as revenue to offset the cost of PFA. Children receiving full-day WCCC subsidies are assumed to want the remainder of that subsidy to pay for wrap-around care.

- **Child Care Assistance Program (CCAP)**. This program is administered by the City of Seattle Human Services Department and provides subsidies for students from households earning between 200% and 300% of FPL. CCAP serves children up to age of 12, so it is assumed that only a portion of the total program funding will be dedicated to 3- and 4-year-olds participating in PFA.

The model incorporates the current number of 3- and 4-year olds being served in CCAP and the average annual subsidy that each of those children is receiving. The model assumes that 50% of their subsidies will go to offset costs of PFA, as the families should be able to retain half of their subsidy to support the need for wrap-around services.

- **Step Ahead** is funded through the current Families and Education Levy within the City of Seattle. The Levy has been recently extended through the 2018-19 school year, and the projected funding and total number of slots per year has been determined by OFE. Although the City will likely pass another Families and Education Levy after the current Levy expires, it is assumed that any preschool costs will be included in the PFA Levy. As with other programs, the number of available Step Ahead slots to be shared with the PFA programs is assumed to ramp-up within the first few years of PFA implementation.

The model assumes that each child that is dual-enrolled in Step Ahead and PFA will be supported by the per-slot Step Ahead amount.

***Other Public Funding Sources***

- The **Families and Education Levy** funds the Step Ahead program as well as a range of other City programs. The Levy is funded through the 2018-19 school year. In addition to the Step Ahead program described above, the Levy includes the funding for other subsidies, program support, professional development, assessment, early learning health, and general program support.

Since the majority of this funding is related to the Step Ahead program, funds are assumed to support PFA at the same rate at which Step Ahead slots are incorporated into PFA.

- The **USDA Child and Adult Care Food Program (CACFP)** provides funding support for breakfast, lunch, and snacks for students in participating programs. The rate of funding varies by income level. The model assumes that children living in families from 0% to 185% of FPL will receive their respective food subsidies when they are part of PFA. Although a small subsidy per meal is available to children over 185% of FPL, interviews with providers reinforced that the administrative efforts of getting reimbursed for those funds is often not cost-effective for an average-sized provider.

### Family Co-pays—Tuition Model

In addition to the funding sources described above, the City Council's resolution for PFA stated that the program should include a "sliding scale tuition model that charges higher levels of tuition as household income increases." The resolution also stated that the model should grant free tuition to families earning at, or under, 200% of FPL. The co-pay model should be regulated such that providers who now charge tuition will not do so for PFA program time, as that cost will be covered by the reimbursement rate and the parent co-pay.

#### Methodology

To our knowledge, there are no other universal preschool programs that charge a sliding fee. There are many possible scenarios for determining tuition based on income. The numbers included in this section are based on one possible scenario, which aligns with the Washington Preschool Program report published in November 2011.<sup>183</sup> The model allows the user to explore alternatives and their impact on the net cost of the program. Ultimately, the *co-pay amounts will be based on the City's policy decisions*.

Although actual costs will vary by provider, the consultant team recommends that all families in the same income bracket pay the same amount for tuition, regardless of which school their child attends. This simplifies the process for parents and does not introduce incentives for families to choose cheaper PFA sites. This also implies that the City will be subsidizing children at slightly different rates depending on specific providers, if the City chooses to reimburse providers on a line-item budget.

Exhibit 17 shows the tuition scale currently assumed in the model. This table shows amounts for the first year of program implementation.

**Exhibit 17**  
**Proposed Tuition Model By Income Level (2014 Dollars)**

Family Income Level	Average Provider Per-child Cost	Annual Family Co-Pay	Co-Pay as % of Provider Per-child Cost	Family of Four Max Income	Tuition as % of Max Income	Total Amount Paid by Family for Full-time Care <sup>1,2</sup>	Amount Paid by Family as % of Total Full-time Per-child Cost
Children < 110% FPL	\$11,750	\$0	0%	\$26,235	0%	*	*
Children 110-130% FPL	\$11,750	\$0	0%	\$31,005	0%	*	*
Children 130-185% FPL	\$11,250	\$0	0%	\$44,123	0%	*	*
Children 185-200% FPL	\$11,250	\$0	0%	\$47,700	0%	*	*
Children 200-250% FPL	\$11,250	\$200	2%	\$59,625	0%	*	*
Children 250-300% FPL	\$11,250	\$500	4%	\$71,550	1%	*	*
Children 300-400% FPL	\$11,250	\$1,000	9%	\$95,400	1%	\$7,250	41%
Children 400-500% FPL	\$11,250	\$2,000	18%	\$119,250	2%	\$8,250	47%
Children 500-750% FPL	\$11,250	\$4,000	36%	\$178,875	2%	\$10,250	59%
Children 750-1000% FPL	\$11,250	\$6,000	53%	\$238,500	3%	\$12,250	70%
Children 1000-2000% FPL	\$11,250	\$8,000	71%	\$477,000	2%	\$14,250	81%
Children > 2000% FPL	\$11,250	\$9,000	80%	>\$477,000	2% or less	\$15,250	87%

<sup>1</sup> Assumes annual per-child cost of \$17,500 for full-time, year-round care

<sup>2</sup> Total amount paid by families below 300% of FPL will vary based on the specific combination of subsidies and co-pays

Source: US Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, 2014 Poverty Guidelines, 2014; and BERK, 2014.

Note: The average per-child cost for children below 130% of FPL reflects the additional stipend paid to support the costs of serving this population, as noted in Exhibit 14.

The Exhibit above shows the impacts to a family of four with only one child enrolled in PFA. The City may want to consider during implementation whether there should be discounts for families with more than one child enrolled in PFA simultaneously to ensure an affordable overall cost of early education to the family.

### *Implications of fee-based universal preschool model*

There are both benefits and challenges associated with charging fees for a universal preschool model. Dr. Tim Bartik outlines this in his book, *Investing in Kids*, as well as on his blog. While fees charged to upper-income families do reduce the overall cost to the taxpayers, this revenue gain comes with increased administrative costs, including verification of family income. In addition, fees could cause some upper class families to not use the universal program. After weighing pros and cons of a fee-based universal program, Dr. Bartik contends that "from an economic perspective, charging sliding-scale fees for the upper class is unlikely to have big enough net effects in reducing costs, once one accounts for administrative costs, for there to be big economic gains from charging fees."<sup>184</sup>

### **Illustration of Combined Funding Resulting from Proposed Funding Sources**

Blending of multiple funding sources to create a unified universal preschool program can be challenging. Different subsets of children enrolled in PFA would bring different combinations of funding, since some children are enrolled in other publicly funded programs, not all children are eligible for child care subsidies, and families will pay different tuition rates, based on the sliding scale. In PFA, the primary combinations are likely to be:

- Family under 200% of FPL enrolled only in PFA (services paid 100% by PFA)
- Family enrolled in Head Start or ECEAP and PFA (services paid by both Head Start/ECEAP and PFA)
- Family enrolled in Head Start or ECEAP, PFA, and a child care subsidy program with a parent co-pay (services paid by Head Start/ECEAP, PFA, subsidy program, and family)
- Family earning \$200,000 enrolled in PFA (services paid by PFA and family tuition co-pay)
- Family enrolled in PFA, with or without tuition, and paying for extended care (services paid by PFA and family)

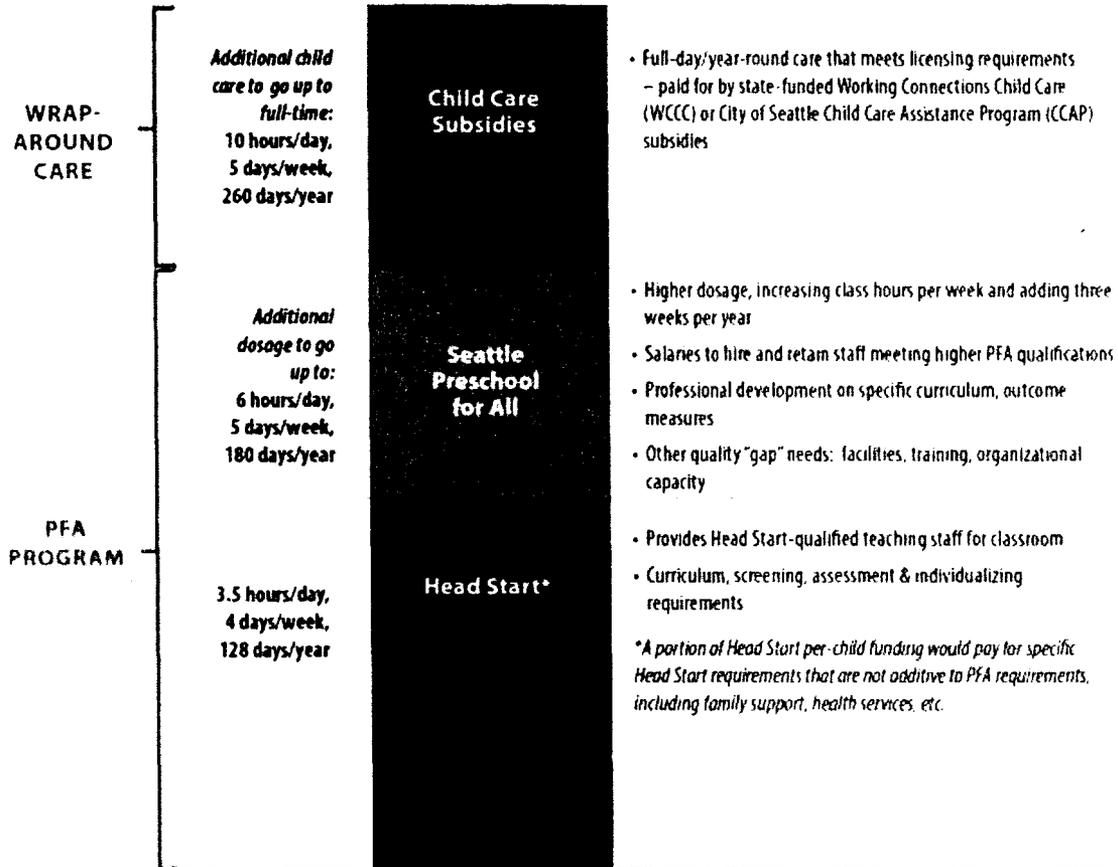
Many families will need full-time care that goes beyond the six hours per day, and/or beyond the 180-day school year recommended for PFA. This wrap-around care can be provided on top of the PFA program (to increase the day up to 10 hours) and through the summer.

Considering the additional wrap-around care costs, the total extended care cost to a family with an income over 300% of FPL (at which point they do not qualify for any state or city child care subsidies) is higher than simply their PFA co-pay. This cost to the family, however, is likely to be less than if their child was not enrolled in PFA.

The exhibits below illustrate two different hypothetical funding combinations for PFA and wrap-around care. Exhibit 18 demonstrates a scenario in which a child from a low income family is enrolled in Head Start and PFA, and is also receiving wrap-around care through either Working Connections Child Care (WCCC) or City of Seattle Comprehensive Child Care Assistance Program. Exhibit 19 illustrates a scenario where a child from a family with an income of approximately 500% of FPL (about \$120,000 for a family of four) is enrolled in PFA and also in wrap-around care paid for by the family.

Exhibit 18  
Hypothetical Scenario of a Child Co-Enrolled in Head Start and PFA

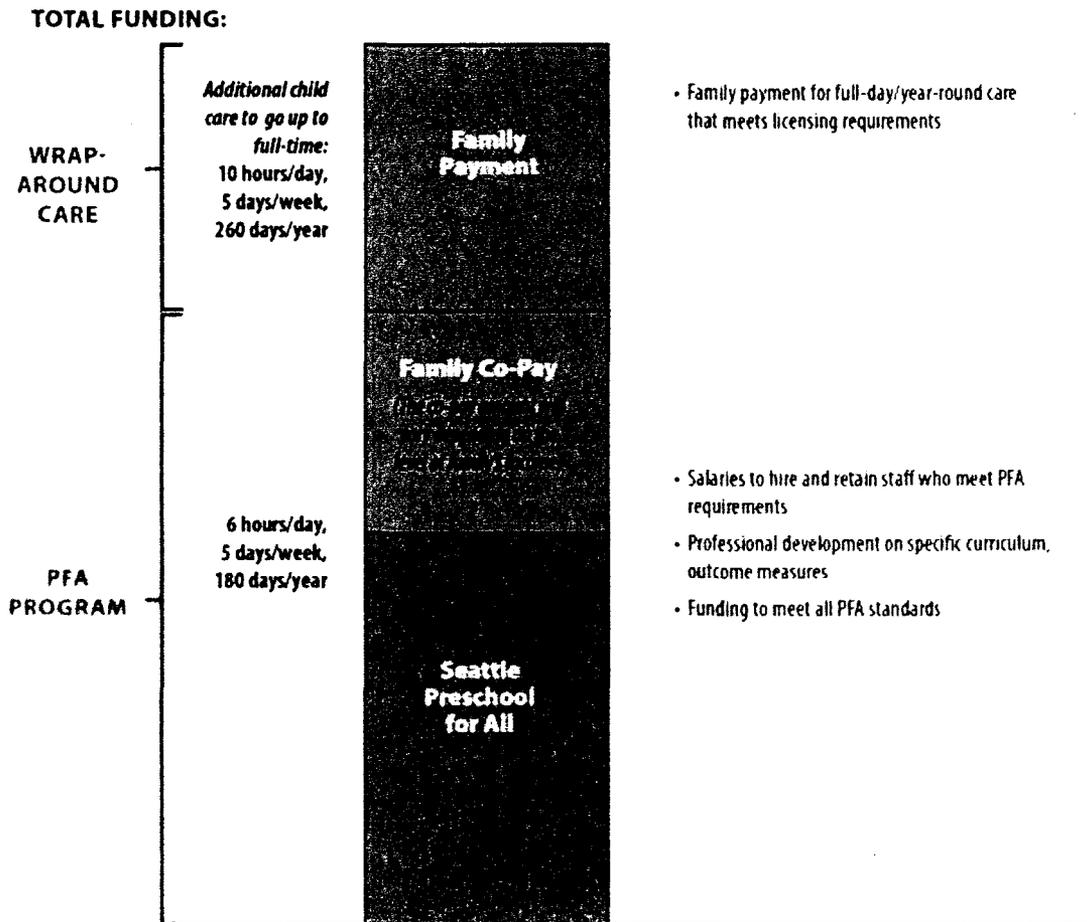
TOTAL FUNDING:



Source: BERK, 2014.

Exhibit 19

Hypothetical Scenario of a Child Enrolled in PFA, with Family's Income Over 500% FPL



Source: BERK, 2014.

### Potential Funding Sources

The model allows for inclusion of new funding sources that may emerge over the course of PFA implementation. While the contribution from these potential programs is not knowable at this time, the following proposed programs may impact PFA funding in the future.

- The *Strong Start for America's Children Act* was proposed in Congress in 2013. The proposal would fund universal, high-quality, full-day preschool for 4-year-olds from families earning less than 200% of FPL. A range of capacity building, program development, and other services are included in the current bill text, although the details of the program and its potential adoption are unknown.
- Funding for early learning in Washington State has expanded in recent years and is likely to keep expanding for ECEAP as it grows to its legislatively mandated entitlement status by 2018. In addition, there is potential for a statewide universal preschool system in the future. The expansion of ECEAP is already underway and the impacts of that expansion, in terms of both the number of slots in the City over time and the annual reimbursement amounts, are currently accounted for in the model. Additional program expansion in the future is not accounted for at this time.

## ENDNOTES

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- <sup>3</sup> Harms, T., Clifford, R., & Cryer, D. (1998). Early Childhood Environment Rating Scale – Revised (ECERS-R). New York: Teachers College Press.
- <sup>4</sup> Burchinal, M., Vandergrift, N., Pianta, R., & Mashburn, A. (2010). Threshold analysis of association between child care quality and child outcomes for low-income children in pre-kindergarten programs. *Early Childhood Research Quarterly*, 25(2), 166-176.
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# ATTACHMENT A: OVERVIEW OF ECERS-R AND CLASS

## Early Childhood Environment Rating System, Revised Edition (ECERS-R)

The Early Childhood Environment Rating System (Revised Edition) or ECERS-R is an observation instrument that assesses the quality of center-based preschool classrooms. The ECERS-R contains seven subscales including 1) Space and Furnishings, 2) Personal Care Routines, 3) Language-reasoning, 4) Activities, 5) Interaction, 6) Program Structure, and 7) Parents and Staff. The revisions to the original scale reflected changes that occurred in the early childhood field in the 18 years since the original ECERS was developed. The ECERS-R is the most widely used general assessment of preschool classroom quality. There are extensive data establishing that ECERS-R scores predict children's learning gains in preschool programs.<sup>1</sup>

### *How is the ECERS-R scored and what do the scores mean?*

ECERS-R is scored by trained observers using a specific protocol. Observers rate each item on a 5-point scale, from low to high. There is some debate about the value of the subscales and whether they measure five distinct aspects of quality, two general aspects (adult-child interactions and the general environment--activities, materials, and facilities) or a single global quality construct.

A score of 1 is defined as inadequate, 3 is defined as minimal quality, and 5 is defined as good (hence scores of 5 or above are good or better). One interpretation of these scores is that anything below a 3 is unacceptable and scores below 5 are not consistent with expectations for a high-quality program.

## The Classroom Assessment Scoring System (CLASS)

The Classroom Assessment Scoring System (CLASS™) is an observation instrument that assesses the quality of teacher-child interactions in center-based preschool classrooms. CLASS™ includes three domains or categories of teacher-child interactions that support children's learning and development: Emotional Support, Classroom Organization, and Instructional Support. Within each domain are dimensions which capture more specific details about teachers' interactions with children.

### *How is CLASS™ scored and what do the scores mean?*

CLASS is scored by trained and certified observers using a protocol. Following their observations of teacher-child interactions, CLASS™ observers rate each dimension on a 7-point scale, from low to high.

Scores of 1-2 indicate the quality of teacher-child interactions is low. Classrooms in which there is poor management of behavior, teaching that is purely rote, or that lack interaction between teachers and children would receive low scores.

Scores of 3-5, the mid-range, are given when classrooms show a mix of effective interactions with periods when interactions are ineffective or absent. Scores of 6-7 indicate that effective teacher-child interactions are consistently observed throughout the observation period.

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<sup>1</sup> Clifford, R. M., Reszka, S. S., & Rossbach, H. G. (2010). Reliability and validity of the early childhood environment rating scale. Unpublished manuscript. Chapel Hill: University of North Carolina.

## ATTACHMENT B: MATRIX COMPARING COMPREHENSIVE CURRICULA

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
HighScope, including Numbers Plus and Growing Readers	Yes	Yes	Yes	Child Observation Record and Preschool Quality Assessment	All studies on the Perry Preschool plus the Curriculum Comparison Study provide longitudinal research. <sup>1</sup> In Preschool Curriculum Evaluation Research (PCER) studies, the HighScope model was the alternative in one randomized trial. The test curriculum outperformed the HighScope model but no researchers or PD consultants associated with HighScope were involved in the study. In The Head Start Family and Child Experiences Survey (FACES), HighScope outperformed other curricula in letter identification and social skills. Used in a number of successful state preK programs.	Well designed and tested training system with certification for classrooms and trainers. In addition, according to Washington State Department of Early Learning (DEL) PFA plan reviewers, this model is consistent with state initiatives.

<sup>1</sup> See also Frede, E., Austin, A., & Lindauer, S. (1993). The Relationship of Specific Developmentally Appropriate Teaching Practices in Preschool to Children's Skills in First Grade. In S. Reifel (Ed.), *Advances in Early Education and Child Care*. Greenwich, CT: JAI Press.



**RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT B: CURRICULUM COMPARISON MATRIX**

<b>Curriculum Model(s)</b>	<b>Balanced Initiation of Activities</b>	<b>Comprehensive Domains Supporting Early Learning Goals</b>	<b>Scaffold for Teachers</b>	<b>Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure</b>	<b>Evidence Base for Child Outcomes</b>	<b>Local Models, Expertise and a Professional Development (PD) System</b>
<b>Opening the World of Learning (OWL)</b>	Yes	Most recent version includes all domains of learning developed by researchers who are national leaders in each domain.	Yes	There is a related child progress tool but information on its validity was not found. A curriculum implementation fidelity measure is available.	A study commissioned by the publishers found strong pre-post gains but not better than control curriculum. <sup>2</sup> A randomized trial funded by the Institute of Education Sciences (IES) is underway. Used as a curriculum model combined with a math-focused curriculum (Building Blocks) in Boston's effective preK program.	Local models and expertise. In research, teachers found the PD system very useful. In addition, according to DEL PFA plan reviewers, this model is consistent with state initiatives.
<b>Creative Curriculum using all resources (e.g. teaching guides, intentional teaching cards, etc.)</b>	Yes	The theoretical base is comprehensive.	Use of all resources increases support for teacher decision-making. Teachers must be well-prepared to implement all domains effectively.	Yes, studies of inter-rater reliability, construct validity and concurrent validity are available. There is a curriculum implementation fidelity measure.	Mixed evidence. No randomized trials have found significant positive effects but good pre-post gains in a number of studies and one quasi-experimental study can be found on the Teaching Strategies website. This is the most widely used curriculum model in Head Start.	Most widely used model in Seattle according to the workgroup. PD available but does not have rigorous certification of trainers and classrooms.
<b>Curiosity Corner</b>	Yes	Yes	Scripted curriculum	No	PCER found mixed outcomes. The IES What Works Clearinghouse concluded there were medium to large effects on oral language but small on all others.	Not listed by the workgroup.

<sup>2</sup> Abdullah-Welsh, N., Schmidt, J., Hanh, S., Tafoya, A., & Sifuentes, M. (2009). *Evaluation of the Opening the World of Learning (OWL) Early Literacy Program: Final Report.*

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT B: CURRICULUM COMPARISON MATRIX

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
DLM Express with Building Blocks for Math	Yes	Only if combined with DLM Express , Literacy Express and Open Court Reading	Scripted base curriculum supplemented with games (some computer based)	No	PCER found effects at preschool for math.	Not listed by workgroup
DLM Express with Literacy Express and Open Court Reading	Yes	Only if combined with DLM Express and Building Blocks	Scripted curriculum	No	PCER found effects at preschool and kindergarten for reading, phonological awareness and language.	Not listed by workgroup
Literacy Express	Yes	Yes	This is a fairly structured curriculum for both children and teachers. The lessons are very specific but many activities are still developed by teachers.	Unable to find information regarding related assessment tools.	Three studies reviewed by the What Works Clearinghouse show effects in oral language, print knowledge, and phonological awareness but no effects on cognition and math. Other studies not included show similar results.	Not listed by the work group. Used in California, Texas, New Mexico, and Florida.

**RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT B: CURRICULUM COMPARISON MATRIX**

<b>Curriculum Model(s)</b>	<b>Balanced Initiation of Activities</b>	<b>Comprehensive Domains Supporting Early Learning Goals</b>	<b>Scaffold for Teachers</b>	<b>Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure</b>	<b>Evidence Base for Child Outcomes</b>	<b>Local Models, Expertise and a Professional Development (PD) System</b>
<b>Tools of the Mind</b>	Yes	Yes and clearer focus on self-regulation than any other model.	Strongly scaffolded with specified method for differentiating supports as the teacher develops	No related child assessment tool but highly developed fidelity measure.	Both randomized control trial and quasi-experimental studies support the effectiveness for self-regulation over and above a high quality curriculum. One randomized control trial comparing Tools of the Mind to business as usual in Head Start found no differences in child outcome but as there were also no differences found in classroom practice and at the time no fidelity measure existed, it is questionable whether the curriculum was implemented with fidelity. One of the models used in New Jersey's and Washington, DC's successful preK programs.	No evidence of use in Seattle but Neighborhood House has expressed an interest.

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
 ATTACHMENT B: CURRICULUM COMPARISON MATRIX

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
Montessori	Somewhat depends on whether the International or American Model is followed. Child-paced but materials have "correct" ways to be used.	Reasoning and thinking skills focus more than content. Less focus on social skills than most curricula.	Well-established training.	Not for child progress but a tool for fidelity of the "Classic Montessori" approach was used in a recent research study.	Limited research base for preschool. Older curriculum comparison studies show inconsistent long-term results. A recent quasi-experimental comparison of "Classic Montessori", "Supplemented Montessori" and "Conventional Preschool" showed positive results for the Classic model on pre-post gains in language, literacy, applied problems (math), and self-regulation. This last finding is especially interesting given that dramatic play is not typically a part of Classic Montessori and dramatic play is widely believed to be important in preschool development. <sup>3</sup>	Yes, however, evidence of adherence to the Classic model is not available for local programs.
Reggio Emilia	Yes, more child-centered than most, however.	The activities emerge from the children's interests so coverage of all domains is dependent on the skills of the teacher to integrate them.	No defined structure for the teacher – dependent on teacher preparation in the approach as well as discussions with other teachers.	No	No efficacy research.	Yes

<sup>3</sup> Lillard, Angeline S. "Preschool children's development in classic Montessori, supplemented Montessori, and conventional programs." *Journal of school psychology* 50, no. 3 (2012): 379-401.

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
 ATTACHMENT B: CURRICULUM COMPARISON MATRIX

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
Evidence-based Program for the Integration of Curriculum (EPIC)	Yes	All domains except science are integrated.	Well-designed and articulated activities. Protocols for establishing teacher professional learning communities and coaching. The professional development model for replication is not yet well-established and no other replication of the model has yet taken place outside of the Philadelphia schools.	There is a validated assessment system that is curriculum embedded. However, there is not yet a curriculum fidelity measure.	Strong evidence base in one randomized trial conducted by the developer when compared to DLM Early Childhood Express.	No

# ATTACHMENT C:

## DOMAIN-SPECIFIC CURRICULA AND METHODS

Most of the curricula and methods listed below were suggested to the authors of this report by two of the expert reviewers. All have some evidence of at least short term positive outcomes for children in specific domains. Many are not actually curricula but approaches to implementing a common preschool activity or a teacher training approach. For example, Dialogic Reading and Interactive Book Reading are methods of conducting read aloud activities that have been adopted in many of the comprehensive curriculum models included in *Attachment B: Curriculum Comparison Matrix*. The Chicago School Readiness Project would more appropriately be considered an approach to providing consultation to teachers on social-emotional development and mental health and Incredible Years is a teacher training program. The Neuman and Cunningham study reports on the effects of a coaching model. Literacy Express is included in *Attachment B*. It should further be noted that most of these have not been replicated or brought to scale (with the exception of Building Blocks) nor have they been compared to each other, but rather have typically been evaluated by comparing the addition of the method to business as usual.

We have added Big Math for Little Kids to the math-focused curricula and Second Step and Positive Behavior Support for social emotional. Special attention should be brought to Second Step which was developed in Seattle and is widely used in Head Start programs nationally.

Note: The developers of Building Blocks are currently working with experts in early science and language/literacy to develop and test a comprehensive model. This and other emergent possibilities should be closely watched. For example, if the developers of Evidence-based Program for the Integration of Curriculum (EPIC) design a coherent method for professional development, this would be a candidate for adoption.

- Language/literacy:
  - Dialogic reading
  - CIRCLE curriculum
  - Interactive Book Reading
- Math:
  - Building Blocks
  - Pre-K Mathematics
  - Big Math for Little Kids
- Socio-emotional/self-regulation:
  - Preschool PATHS
  - Incredible Years
  - Second Step
  - Social-Emotional Intervention for At-Risk 4-Year-Olds
  - Positive Behavior Supports
- Combinations:
  - Language/literacy and socio-emotional: Head Start REDI (REsearch-based, Developmentally Informed)

## ATTACHMENT D: DETAILED FINANCIAL INFORMATION

EXHIBIT D-1: PFA Program Costs by Calendar Year for Proposed Implementation Timeline (2014-2024, in Year of Expenditure Dollars)

CALENDAR YEAR FINANCE DETAIL  
Final Draft Proposed Phasing Timeline

Children Served	0	250	1,008	1,783	2,558	3,333	4,108	4,883	5,658	6,433	7,208
	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
<b>Provider-Level Costs</b>											
<b>Labor Costs</b>											
Educator Labor	\$0.0M	\$1.2M	\$5.1M	\$10.0M	\$16.0M	\$23.0M	\$30.2M	\$37.2M	\$44.4M	\$51.7M	\$59.3M
Administrative Labor	\$0.0M	\$0.4M	\$1.7M	\$3.0M	\$4.3M	\$5.6M	\$6.9M	\$8.3M	\$9.9M	\$11.6M	\$13.2M
Family Support	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M
Provider-based PD for Staff	\$0.0M	\$0.0M	\$0.1M	\$0.1M	\$0.2M	\$0.2M	\$0.3M	\$0.4M	\$0.4M	\$0.5M	\$0.6M
<b>Facility Costs</b>											
Rent	\$0.0M	\$0.2M	\$0.9M	\$1.6M	\$2.3M	\$3.0M	\$3.8M	\$4.7M	\$5.5M	\$6.4M	\$7.4M
Utilities & Maintenance	\$0.0M	\$0.1M	\$0.2M	\$0.4M	\$0.6M	\$0.8M	\$1.0M	\$1.2M	\$1.4M	\$1.6M	\$1.8M
<b>Non-Personnel Costs</b>											
Transportation	\$0.0M	\$0.0M	\$0.2M	\$0.3M	\$0.4M	\$0.6M	\$0.7M	\$0.8M	\$1.0M	\$1.2M	\$1.3M
Supplies	\$0.0M	\$0.3M	\$1.3M	\$2.4M	\$3.5M	\$4.6M	\$5.8M	\$7.1M	\$8.4M	\$9.8M	\$11.2M
Curriculum	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.1M	\$0.1M	\$0.1M	\$0.1M	\$0.2M	\$0.2M	\$0.2M
Business Services	\$0.0M	\$0.1M	\$0.2M	\$0.4M	\$0.6M	\$0.8M	\$1.0M	\$1.2M	\$1.5M	\$1.7M	\$2.0M
<b>Profit and/or Reinvestment</b>											
At 2.5% of above costs	\$0.0M	\$0.1M	\$0.5M	\$0.9M	\$1.4M	\$1.9M	\$2.4M	\$3.0M	\$3.6M	\$4.1M	\$4.7M
<b>SubTotal Provider Costs</b>	<b>\$0.0M</b>	<b>\$2.5M</b>	<b>\$10.2M</b>	<b>\$19.0M</b>	<b>\$29.2M</b>	<b>\$40.5M</b>	<b>\$52.2M</b>	<b>\$64.0M</b>	<b>\$76.3M</b>	<b>\$88.8M</b>	<b>\$101.7M</b>
<b>Provider Costs for Special Populations</b>											
Add'l Assistant Teacher Salaries and Benefits	\$0.0M	\$0.1M	\$0.3M	\$0.6M	\$0.9M	\$1.3M	\$1.7M	\$2.0M	\$2.4M	\$2.8M	\$3.2M
<b>Total Provider Costs</b>	<b>\$0.0M</b>	<b>\$2.5M</b>	<b>\$10.5M</b>	<b>\$19.6M</b>	<b>\$30.1M</b>	<b>\$41.8M</b>	<b>\$53.9M</b>	<b>\$66.0M</b>	<b>\$78.7M</b>	<b>\$91.6M</b>	<b>\$105.0M</b>

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT D: DETAILED FINANCIAL INFORMATION

EXHIBIT D-1 (continued): PFA Program Costs by Calendar Year for Proposed Implementation Timeline (2014-2024, in Year of Expenditure Dollars)

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
<b>OFE Program Administration and Support</b>											
<b>Program Administration</b>											
OFE Staff Labor Costs	\$0.3 M	\$1.3 M	\$2.2 M	\$2.5 M	\$3.0 M	\$3.8 M	\$4.2 M	\$4.5 M	\$4.9 M	\$5.5 M	\$6.2 M
Overhead and Non-Labor Costs	\$0.1 M	\$0.2 M	\$0.3 M	\$0.4 M	\$0.4 M	\$0.5 M	\$0.6 M	\$0.6 M	\$0.7 M	\$0.7 M	\$0.8 M
Program Evaluation	\$0.0 M	\$0.0 M	\$0.0 M	\$0.1 M	\$0.3 M	\$0.3 M					
Provider Evaluation	\$0.0 M	\$0.0 M	\$0.1 M	\$0.1 M	\$0.2 M	\$0.2 M	\$0.3 M	\$0.3 M	\$0.4 M	\$0.5 M	\$0.5 M
Student Assessment	\$0.0 M	\$0.0 M	\$0.1 M	\$0.2 M	\$0.2 M	\$0.3 M	\$0.4 M	\$0.5 M	\$0.6 M	\$0.7 M	\$0.8 M
Data System	\$0.1 M	\$0.2 M	\$0.1 M	\$0.1 M	\$0.1 M	\$0.1 M	\$0.1 M	\$0.1 M	\$0.1 M	\$0.2 M	\$0.2 M
<b>Program Support</b>											
Professional Development for Educators	\$0.0 M	\$0.3 M	\$1.1 M	\$1.7 M	\$2.2 M	\$2.7 M	\$3.1 M	\$3.2 M	\$3.4 M	\$3.5 M	\$3.7 M
Health Support	\$0.0 M	\$0.2 M	\$0.6 M	\$1.0 M	\$1.5 M	\$2.0 M	\$2.5 M	\$2.9 M	\$3.4 M	\$3.9 M	\$4.4 M
Kindergarten Transition	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M
<b>Total OFE Costs</b>	<b>\$0.5 M</b>	<b>\$2.3 M</b>	<b>\$4.5 M</b>	<b>\$6.1 M</b>	<b>\$7.9 M</b>	<b>\$9.9 M</b>	<b>\$11.5 M</b>	<b>\$12.5 M</b>	<b>\$13.8 M</b>	<b>\$15.3 M</b>	<b>\$16.8 M</b>
<b>Total Program Summary</b>											
<b>Program Costs</b>											
Provider Costs	\$0.0 M	\$2.5 M	\$10.5 M	\$19.6 M	\$30.1 M	\$41.8 M	\$53.9 M	\$66.0 M	\$78.7 M	\$91.6 M	\$105.0 M
OFE Costs	\$0.5 M	\$2.3 M	\$4.5 M	\$6.1 M	\$7.9 M	\$9.9 M	\$11.5 M	\$12.5 M	\$13.8 M	\$15.3 M	\$16.8 M
<b>Subtotal Program Costs</b>	<b>\$0.5 M</b>	<b>\$4.8 M</b>	<b>\$15.0 M</b>	<b>\$25.7 M</b>	<b>\$38.0 M</b>	<b>\$51.8 M</b>	<b>\$65.4 M</b>	<b>\$78.4 M</b>	<b>\$92.5 M</b>	<b>\$106.9 M</b>	<b>\$121.8 M</b>
<b>Program Revenues</b>											
Tuition	\$0.0 M	\$0.6 M	\$2.7 M	\$4.8 M	\$7.0 M	\$9.4 M	\$11.8 M	\$14.4 M	\$17.1 M	\$19.8 M	\$22.8 M
Head Start	\$0.0 M	\$0.3 M	\$1.2 M	\$2.0 M	\$3.1 M	\$4.6 M	\$6.1 M	\$7.5 M	\$8.3 M	\$8.5 M	\$8.7 M
ECEAP	\$0.0 M	\$0.2 M	\$0.8 M	\$1.7 M	\$3.0 M	\$4.3 M	\$5.0 M	\$5.1 M	\$5.3 M	\$5.5 M	\$5.7 M
Step Ahead	\$0.0 M	\$0.6 M	\$2.5 M	\$4.1 M	\$5.1 M	\$3.9 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M
Families & Ed Levy Leveraged Funds	\$0.0 M	\$0.4 M	\$1.6 M	\$2.4 M	\$2.9 M	\$2.2 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M
WCCC	\$0.0 M	\$0.1 M	\$0.4 M	\$0.8 M	\$1.3 M	\$1.8 M	\$2.0 M	\$2.1 M	\$2.1 M	\$2.2 M	\$2.3 M
CCAP	\$0.0 M	\$0.1 M	\$0.2 M	\$0.3 M	\$0.4 M	\$0.5 M					
CACFP	\$0.0 M	\$0.1 M	\$0.2 M	\$0.4 M	\$0.6 M	\$0.9 M	\$1.1 M	\$1.3 M	\$1.6 M	\$1.8 M	\$2.1 M
Other	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M
<b>Subtotal Net Program Cost</b>	<b>\$0.5 M</b>	<b>\$2.4 M</b>	<b>\$5.4 M</b>	<b>\$9.2 M</b>	<b>\$14.5 M</b>	<b>\$24.3 M</b>	<b>\$39.0 M</b>	<b>\$47.7 M</b>	<b>\$57.7 M</b>	<b>\$68.6 M</b>	<b>\$79.9 M</b>



RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT D: DETAILED FINANCIAL INFORMATION

EXHIBIT D-1 (continued): PFA Program Costs by Calendar Year for Proposed Implementation Timeline (2014-2024, in Year of Expenditure Dollars)

<b>Capacity Building Costs</b>											
Educators	\$0.0M	\$0.1M	\$0.4M	\$0.4M	\$0.5M	\$0.5M	\$0.3M	\$0.0M	\$0.0M	\$0.0M	\$0.0M
Coaches	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M	\$0.0M
Organizational Capacity Building	\$0.0M	\$0.0M	\$0.1M	\$0.1M	\$0.1M	\$0.1M	\$0.1M	\$0.0M	\$0.0M	\$0.0M	\$0.0M
Classroom Equipment & Supplies	\$0.0M	\$0.1M	\$0.4M	\$0.4M	\$0.4M	\$0.4M	\$0.2M	\$0.0M	\$0.0M	\$0.0M	\$0.0M
Facility Construction/Renovation	\$0.2M	\$1.0M	\$2.0M	\$2.0M	\$2.0M	\$2.0M	\$1.7M	\$1.0M	\$1.0M	\$1.0M	\$1.0M
<b>Subtotal Capacity Building Costs</b>	<b>\$0.2M</b>	<b>\$1.3M</b>	<b>\$2.9M</b>	<b>\$2.9M</b>	<b>\$3.0M</b>	<b>\$3.0M</b>	<b>\$2.3M</b>	<b>\$1.0M</b>	<b>\$1.0M</b>	<b>\$1.0M</b>	<b>\$1.0M</b>
<b>Total Net Program Cost</b>	<b>\$0.6M</b>	<b>\$3.7M</b>	<b>\$8.3M</b>	<b>\$12.1M</b>	<b>\$17.5M</b>	<b>\$27.3M</b>	<b>\$41.4M</b>	<b>\$48.7M</b>	<b>\$58.7M</b>	<b>\$69.6M</b>	<b>\$80.9M</b>
<i>Cumulative Net Program Cost</i>	\$0.6M	\$4.4M	\$12.7M	\$24.8M	\$42.3M	\$69.6M	\$110.9M	\$159.6M	\$218.4M	\$288.0M	\$368.9M
<i>Net Program Cost in 2014 Dollars</i>	\$0.6M	\$3.6M	\$8.0M	\$11.3M	\$15.9M	\$24.3M	\$36.0M	\$41.4M	\$48.7M	\$56.5M	\$64.1M
<i>Cumulative Net Program Cost in 2014 Dollars</i>	\$0.6M	\$4.3M	\$12.3M	\$23.5M	\$39.5M	\$63.7M	\$99.7M	\$141.1M	\$189.8M	\$246.3M	\$310.4M

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT D: DETAILED FINANCIAL INFORMATION

EXHIBIT D-2: OFE Staffing Table for Proposed Implementation Timeline (2014-2024)

Staffing and Administration

	SY 14-15	SY 15-16	SY 16-17	SY 17-18	SY 18-19	SY 19-20	SY 20-21	SY 21-22	SY 22-23	SY 23-24	SY 24-25
PFA Director	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Assistant Director	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	1.00	1.00
PFA Finance/Admin Director (F/A)	0.25	0.25	0.25	0.25	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Finance Manager (F/A)	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Senior Finance Analyst (F/A)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	1.00	1.00	1.00
PFA Contract Supervisor (F/A)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	1.00	1.00	1.00
PFA Contract Specialist (F/A)	0.50	1.00	1.00	1.00	1.00	2.00	2.00	2.00	2.00	3.00	3.00
PFA Data & Evaluation Manager (D/E)	0.25	0.25	0.25	0.25	0.50	0.50	0.50	0.50	1.00	1.00	1.00
PFA Database Administrator (D/E)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	1.00	1.00	1.00
PFA Data Analyst (D/E)	0.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Management Systems Analyst (D/E)	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
PFA Comm & Outreach Coordinator (C/O)	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Continuous QA Manager (QA)	0.25	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Sr Education Specialist (QA) - PFA Coach	0.50	4.50	7.50	11.00	14.00	17.50	18.00	18.50	19.00	19.50	20.50
PFA Strategic Advisor (QA)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Operations Manager (Ops)	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Human Svcs Coord (Ops)	0.50	2.00	4.00	6.00	8.00	10.00	12.00	14.00	15.00	17.00	19.00
PFA Early Ed Specialist (Ops)	0.50	1.00	1.00	1.00	1.00	2.00	2.00	3.00	3.00	3.00	4.00
PFA Capacity Building Manager (CB)	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Strategic Advisor (CB)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Planning & Dev Specialist (CB)	0.50	1.00	1.00	1.00	1.00	1.00	0.50	0.50	0.50	0.50	0.50
PFA Permit Specialist (CB)	0.00	1.00	1.00	1.00	1.00	1.00	0.50	0.50	0.50	0.50	0.50
PFA Policy & Planning Manager (PP)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Planning & Dev Specialist (PP)	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Admin Staff Asst (Admin)	0.00	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Admin Specialist (Admin)	0.25	1.00	1.25	1.50	2.00	2.25	2.50	2.50	2.75	3.00	3.25
PFA PIO (F/A)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Personnel (F/A)	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
0		0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
0		0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
0		0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
0		0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
<b>Total PFA FTEs</b>	<b>7</b>	<b>21</b>	<b>26</b>	<b>32</b>	<b>42</b>	<b>49</b>	<b>51</b>	<b>55</b>	<b>58</b>	<b>63</b>	<b>67</b>

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
 ATTACHMENT D: DETAILED FINANCIAL INFORMATION

EXHIBIT D-3: Average Per-Child Cost By Year (2015-2024, in 2014 Dollars)

Per-Child Cost Summary in 2014 Dollars										
	SY 15-16	SY 16-17	SY 17-18	SY 18-19	SY 19-20	SY 20-21	SY 21-22	SY 22-23	SY 23-24	SY 24-25
Base Provider Cost/Child	9,631	9,839	10,340	10,831	11,196	11,254	11,348	11,369	11,347	11,352
Avg Program Support Cost/Child	1,796	1,515	1,376	1,284	1,254	1,113	1,030	962	915	884
Avg Program Admin Cost/Child	3,421	1,943	1,547	1,476	1,326	1,150	1,065	1,016	995	938

# **ATTACHMENT E: INTERACTIVE FINANCIAL MODEL ASSUMPTIONS AND DOCUMENTATION**

## **INTRODUCTION**

This document reviews the basic functioning of the Preschool for All Interactive Financial Model. The purpose is to define all programmable variables, describe the assumptions currently included in the model, the sources of all assumptions, and describe the general cost impacts associated with changing each variable.

## DOCUMENT ORGANIZATION

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Kindergarten Transition	30
<b>Capacity Building Costs</b>	<b>30</b>
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Facilities	32
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Tuition	33
Other Funding Sources	34

## MODEL STRUCTURE OVERVIEW

### BASIC MODEL CONVENTIONS

There are several formatting conventions used throughout the model.

- **Orange cells contain user-programmable variables.** These are cells that can be changed by the user. These cells are all pre-filled based on the recommendations contained in the Final Draft Action Plan document.
- **White cells should not be changed.** These cells contain either formulas or values that support model operation or calculate key metrics.

This document focuses on describing the user-programmable variables, including the assumptions that underlie their current values as well as the impacts on the programmatic definition and costs that will result from the user making changes. All white cells in the model are protected to avoid being unintentionally changed. If the user needs to make a change to these cells, the password to unprotect model sheets is "pfamodel".

The model escalates all costs based on inflation assumptions. **Unless otherwise noted, all costs in the model are shown in year of expenditure dollars.**

### MODEL STRUCTURE

The model has three types of worksheets:

1. **Input Worksheets.** Input worksheets are labeled with *green tabs*. All orange input cells are located on these green worksheets. These sheets include:
  - **Program Dashboard.** The program dashboard contains the majority of the model's programmatic element inputs. Inputs are organized into sections related to implementation, instructional program features, non-instructional program features, Office for Education (OFE) administration, capacity building, and other miscellaneous costs.
  - **Base Inputs.** This worksheet contains inputs for basic financial assumptions, staff salary and benefit information, occupancy and supply costs, health support costs, and population demographic assumptions.
  - **Revenue Inputs.** The revenue inputs worksheet contains both the inputs and logic for blending and braiding existing funding sources and the recommended family co-pay model.
  - **Alternative Instructions.** This worksheets explains how to develop a new implementation alternative and make sure it is selected in the model.
  - **Alternative 1 through Alternative 5.** These worksheets contain the phasing and implementation scenarios that can be programmed by the user. Implementation assumptions include both the number of students served by year and OFE's administrative staffing levels by year.
  - **Master Lists.** This worksheet allows the user to enter additional types of delivery models and staff positions.
2. **Output Worksheets.** These worksheets are labeled with *red tabs*. They present the financial implications and other key metrics of the programmed programmatic elements. These worksheets include:
  - a. **SY\_FinanceSummary.** This worksheet contains the detailed description of program costs and revenues by school year.

- b. **CY\_FinanceSummary.** This worksheet contains the detailed description of program costs and revenues by calendar year.
  - c. **Exhibits.** This worksheet contains the charts and tables that are included in the Final Draft Recommendations document.
3. **Calculation Worksheets.** These worksheets are labeled with *grey tabs*. They contain all of the backend calculations for the program. These tabs should not be adjusted by the user.

## IMPLEMENTATION TIMELINE

This section covers variables and assumptions in the model related to phasing and timeline.

### 1. BASE MODEL YEAR

*Model Location:* Program Dashboard, beginning in row 2

<b>BASE MODEL YEAR</b>
<b>Enter Model Start Calendar Year</b>
<input style="width: 80%; border: 1px solid black;" type="text" value="2014"/>

- **Enter Model Start Calendar Year.** Enter the first year of program implementation. Changing this variable drives the phase-in calendar for all other parts of the model beginning with the selected school year. All costs are inflated accordingly from current day figures using the appropriate inflation rates included on the Base Inputs tab.

### 2. SELECTED IMPLEMENTATION ALTERNATIVE

*Model Location:* Program Dashboard, beginning in row 8

<b>1a. Selected Implementation Alternative</b>											
Select:	Final Draft Proposed Phasing Timeline										
	<table style="width: 100%; border: none;"> <tr> <td style="padding: 2px 10px 2px 20px;">Alternative 1</td> <td style="padding: 2px 20px 2px 20px;">10-Year Implementation Scenario</td> </tr> <tr> <td style="padding: 2px 10px 2px 20px;">Alternative 2</td> <td style="padding: 2px 20px 2px 20px;">15-Year Implementation Scenario</td> </tr> <tr> <td style="padding: 2px 10px 2px 20px;">Alternative 3</td> <td style="padding: 2px 20px 2px 20px;">20-Year Implementation Scenario</td> </tr> <tr> <td style="padding: 2px 10px 2px 20px;">Alternative 4</td> <td style="padding: 2px 20px 2px 20px;">Alternative 4</td> </tr> <tr> <td style="padding: 2px 10px 2px 20px;">Alternative 5</td> <td style="padding: 2px 20px 2px 20px;">Final Draft Proposed Phasing Timeline</td> </tr> </table>	Alternative 1	10-Year Implementation Scenario	Alternative 2	15-Year Implementation Scenario	Alternative 3	20-Year Implementation Scenario	Alternative 4	Alternative 4	Alternative 5	Final Draft Proposed Phasing Timeline
Alternative 1	10-Year Implementation Scenario										
Alternative 2	15-Year Implementation Scenario										
Alternative 3	20-Year Implementation Scenario										
Alternative 4	Alternative 4										
Alternative 5	Final Draft Proposed Phasing Timeline										

- **Selected Implementation Alternative.** Select an implementation alternative from the drop-down list. The names of each alternative are provided in a drop down list. (Note: Alternative 5 is the implementation timeline being proposed in the Final Draft Action Plan).

This selection will automatically populate the number of children served per year, the number of children served by delivery model, and OFE staffing levels per year. These variables are all defined on the tabs named Alternative 1 through Alternative 5.

These entries are generated by the scenario selection above (1a) and should not be changed here. Changes to alternative scenarios can be made in the appropriate Alternative worksheet (1 through 5).

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**3. STUDENT PHASE-IN**

*Model Locations: Alternative 1 through Alternative 5, beginning in row 6*

Slots per School-Year				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
3-Year-Olds	0	350	725	1,100
4-Year-Olds	0	400	800	1,200
<b>Total Children Served</b>	<b>0</b>	<b>750</b>	<b>1,525</b>	<b>2,300</b>
<i>Percent of 3-year-olds served:</i>	0%	5%	11%	16%
<i>Percent of 4-year-olds served:</i>	0%	7%	13%	19%
<i>Percent of total 3- and 4-year-olds served:</i>	0%	6%	12%	18%
<b>CLASSROOMS</b>	<b>0</b>	<b>44</b>	<b>89</b>	<b>135</b>

- **3-Year-Olds.** Number of slots allocated to 3-year-olds during given school year.
- **4-Year-Olds.** Number of slots allocated to 4-year-olds during given school year.

To enter a new scenario, the user should enter the number of 3-year-olds and 4-year-olds to be served per year under the alternative the user is designing. The model will automatically calculate the total number of children served, the percent of each age group being served (as compared to total Seattle population), and the number of classrooms this number of children would require.

**Note:** The distinction between the number of slots for 3- and 4-year-olds influences total classroom and instructional staff costs based on recommendations for maximum class size. The maximum class size is lower for classrooms with majority 3-year-old children, therefore a higher proportion of slots allotted to 3-year olds will result in overall higher instructional costs.

Delivery Model Breakout					
Delivery-Model Slots	SY 14-15	SY 15-16	SY 16-17	SY 17-18	SY 18-19
Center-based Care	0	250	575	900	1,107
Family Childcare	0	0	0	0	0
Head Start	0	150	250	400	600
ECEAP	0	100	200	400	632
Step Ahead	0	250	500	600	736
Public School Operated	0	0	0	0	0
<b>Remaining Slots to Assign</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<i>Assumed percent of Head Start slots citywide</i>	0%	13%	22%	35%	53%
<i>Assumed percent of ECEAP slots citywide</i>	0%	26%	44%	74%	100%
<i>Assumed percent of Step Ahead slots citywide</i>	0%	43%	78%	85%	100%

Total number of slots for 3- and 4-year-olds listed in Section 1a can be specifically allocated according to delivery model type. Slots are automatically allocated to general center-based care, however this number is reduced by any manual allocation to other delivery models. Allocation to any of the listed delivery models is optional and no programmatic recommendations should be drawn from their inclusion in the list of allocation options.

The inclusion of Head Start, ECEAP, and Step Ahead programs in the list of delivery models does not imply they are mutually exclusive with center-based care. These programs are generally located in the centers, but it is important for the purpose of the model to define the number of slots that would be co-

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enrolled with each of these programs for revenue estimation purposes. This is described in more detail in the section on Other Funding Sources.

- **Center-based Care.** Slots allocated to center-based providers for children that are not co-enrolled in one of the identified existing childcare programs (i.e., Head Start, ECEAP, or Step Ahead).
- **Family Child Care.** Slots allocated to family child care (FCC) providers.
- **Head Start.** Slots allocated to children who will be co-enrolled in Head Start.
- **ECEAP.** Slots allocated to children who will be co-enrolled in the state's Early Childhood Education Assistance Program (ECEAP).
- **Step Ahead.** Slots allocated to children who will be co-enrolled in Step Ahead.
- **Public School Operated.** Slots allocated to preschool programs operated by Seattle Public Schools (SPS).
- **Empty Options.** Additional delivery model options may be entered in the Master Lists worksheet under Delivery Models (Cells D9:D11). Any such slots can be allocated as for the other options above.

## GENERAL MODEL ASSUMPTIONS

This section covers variables and assumptions in the model related to inflation, escalation, and population characteristics.

### Base Financial Assumptions

#### 4. INFLATION AND ESCALATION

*Model Location: Base Inputs, beginning in row 3*

1. Inflation and Escalation	
<b>1a. General Inflation</b>	
General Inflation Rate	2.4%
<b>1b. Fixed Cost Allocation</b>	
Fixed Costs Allocated to PFA	79.2%
<b>1c. Specific Escalation Assumptions</b>	
Salary Escalation	2.4%
Building Lease/Ownership Cost Escalation	2.4%

- **General Inflation Rate.** Annual inflation rate applied to all costs over time other than those specifically noted below. Source: The Puget Sound Economic Forecaster, economicforecaster.com, "History and Ten-Year Forecast", December 2013.
- **Fixed Costs Allocated to PFA.** This value is used to scale fixed annual provider costs to account for facility use during the summer months. Fixed costs include rent, utilities, maintenance, insurance, professional services, and director and other provider administration staff costs. Increasing the discount factor (percentage) increases the overall provider costs. The assumption included in the

Final Draft Model is that 9.5 out of 12 months per year worth of fixed costs are allocated to PFA. The remainder of fixed costs is assumed to be paid for by the providers using the space before/after PFA and during the summer. This number will automatically adjust to 100% if a 260-day (full-year program) is selected on the Program Dashboard.

- **Salary Escalation.** Annul escalation assumption for all salaries in the model. The assumption included in the Final Draft Model is based on the 2002-2012 Metropolitan Area Occupational Employment and Wage Estimates for the Seattle-Bellevue-Everett, WA Metropolitan Statistical Area (MSA). This number happens to be the same as the general inflation rate.
- **Building Lease/Ownership Cost Escalation.** Escalation assumption for building occupancy costs, such as rent, mortgage, or lease. The assumption included in the Final Draft Model for this value is the same as the general inflation rate.

## Demographic Information

### 5. POPULATION ASSUMPTIONS

*Model Location: Base Inputs, beginning in row 178*

Average Annual Increase in Number of 3- and 4-Year Olds in Seattle	
Assumed Annual Increase	1.1%

- **Assumed Annual Increase.** Average annual growth rate (AAGR) of children under the age of five in Seattle. The default value is based on the change from 2005 and 2012 American Community Survey 1-year population estimates by age for 3 and 4 year olds.

Source: Using the 2005 ACS and the 2012 ACS 1-year estimate, Age and Sex Data (S0101/S0201) – AGE AND SEX: there were approximately 31,680 youth under 5 in 2005 (5.9% of the total population) and 34,265 in 2012 (5.4% of total population), resulting in a 1.127% growth rate per year.

5b. Special Populations	
Percent ELL	17.6%
Percent with IEP	7.9%

These values refer to the estimated percentage of children in Seattle in each population category and are used to calculate population projections across all years of program implementation. The total number of children in each population category drives costs for additional classroom support (in terms of assistant teachers or teaching aides) that result in an additional stipend amount for children in these categories.

- **Percent ELL.** Percentage of children who are English Language Learners (ELL). The number included in the Final Draft Model is based on the proportion of all kindergarten students in Seattle Public Schools during the 2011-12 school year.
- **Percent with IEP.** Percentage of children with an individualized educational program (IEP). The number included in the Final Draft Model is based on the proportion of all kindergarten students in Seattle Public Schools during the 2011-12 school year.

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**5c. Income Levels**

	Minimum FPL	Maximum FPL	Percent of Children
<i>Children &lt; 110% FPL</i>	0%	110%	15.2%
<i>Children 110-130% FPL</i>	110%	130%	2.3%
<i>Children 130-185% FPL</i>	130%	185%	4.8%
<i>Children 185-200% FPL</i>	185%	200%	4.3%
<i>Children 200-250% FPL</i>	200%	250%	6.3%
<i>Children 250-300% FPL</i>	250%	300%	6.3%
<i>Children 300-400% FPL</i>	300%	400%	10.3%
<i>Children 400-500% FPL</i>	400%	500%	8.8%
<i>Children 500-750% FPL</i>	500%	750%	22.5%
<i>Children 750-1000% FPL</i>	750%	1000%	12.0%
<i>Children 1000-2000% FPL</i>	1000%	2000%	4.0%
<i>Children &gt; 2000% FPL</i>	2000%		3.0%

These values refer to the percentage of children in each income bracket according to federal poverty levels (FPL). Source for numbers included in Final Draft Model: B17024: AGE BY RATIO OF INCOME TO POVERTY LEVEL IN THE PAST 12 MONTHS - Universe: Population for whom poverty status is determined. 2012 ACS 1-Year Estimates.

**DOSAGE AND CLASS SIZE**

**6. DOSAGE**

*Model Location: Program Dashboard, beginning in row 45*

<b>Dosage</b>						
Desired Hours Per Day Upon Full Implementation	6.0	<i>Half-day=4, School-day=6, Full-day=10</i>				
Student Contact Days Per Year	180	<i>School year = 180 days; Full year = 260 days.</i>				
Service Days, PTO, and Holidays	37	<i>15 service days, 15 days PTO, 7 paid holidays</i>				
	<b>Enrollment Type</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>	<b>SY 18-19</b>
Percent of kids in half-day (3.5 hours)		0%	0%	0%	0%	0%
Percent of kids in school-day (6 hours)		100%	100%	100%	100%	100%
Number half-day		0	0	0	0	0
Number school-day		0	750	1,525	2,300	3,075

- **Desired Hours Per Day Upon Full Implementation.** This is the recommended hours per day for the PFA program. The number included in the Final Draft Model is 6.0, as identified in the Final Draft Action Plan Recommendations document.
- **Student Contact Days/Year.** This selection represents the option between school year and full year preschool. The total number of preschool days drives provider labor and operational costs. The number included in the Final Draft Model is 180 (school-year), as identified in the Final Draft Action Plan Recommendations document.
- **Service Days, PTO, and Holidays.** This variable drives labor costs, because it identifies additional days per year for which educators are paid. The Final Draft Model includes an assumption of 15

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service days (10 preservice days in the summer, and 5 service days throughout the year), 15 days of paid time off (PTO) (10 vacation days that are paid and 5 sick days), and 7 paid holidays.

- **Enrollment Type.**
  - **Percent of kids in half-day (4 hours).** The percent of children enrolled in only half-day preschool. Adjusting this percentage reduces the required number of classrooms and instructional staff, thus reducing provider costs.
  - **Percent of kids in school-day (6 hours).** The percent of children enrolled in school-day preschool is calculated as the remainder of children not enrolled in half-day care. The default assumption is for 100% of children in school-day preschool.

**7. CLASS SIZE**

*Model Location: Program Dashboard, beginning in row 56*

Class Size	Center-based		Family			School
	Care	Childcare	Head Start	ECEAP	Step Ahead	Operated
Majority 3-Year-Olds Maximum Class Size	16	12	16	16	16	16
Majority 4-Year-Olds Maximum Class Size	18	12	18	18	18	18
<i>Average class size</i>	17	12	17	17	17	17

- **Majority 3-Year- Old Maximum Class Size.** Maximum number of children per class per provider type when the majority of children are 3 year-olds. The program recommendation is for a smaller maximum class size of 16 for majority 3-year-old classes. This value determines the number of classrooms and instructional staff required therefore driving provider instructional and operational costs. Maximum class size can vary by delivery system to accommodate program requirements.
- **Majority 4-Year-Old Maximum Class Size.** Maximum number of children per class per provider type when the majority of children in a classroom are 4-year-olds. The program recommendation is for a maximum class size of 18 for 4-year-olds. As above, this value determines the number of classrooms and instructional staff required, therefore driving provider instructional and operational costs. Maximum class size can vary by delivery system to accommodate program requirements.

**PROVIDER STAFFING LEVELS**

**8. NUMBER OF INSTRUCTIONAL STAFF**

*Model Location: Program Dashboard, beginning in row 62*

Number of Instructional Staff	Center-based		Family			School
	Care	Childcare	Head Start	ECEAP	Step Ahead	Operated
<i>All numbers are per classroom</i>						
Teacher	1	0	1	1	1	1
Family Child Care Provider		1				
Teacher Assistant	1	0	1	1	1	1
Teacher Aide	0	1	0	0	0	0
Floaters	0.20	0.00	0.20	0.20	0.20	0.20
<i>Implied Teacher to Student Ratio</i>	1/9	1/6	1/9	1/9	1/9	1/9

The number of instructional staff in each of the following categories drives total educator costs. These values along with the total number of children served determine the total required number of instructional staff per year. Required instructional staff can vary by delivery system to accommodate program requirements.

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- **Teacher.** The number of lead teachers required per classroom. The Final Draft Action Plan Recommendation is 1 per classroom.
- **Family Child Care Provider.** The number of family child care providers required per classroom. This value should only be applied to the Family Childcare delivery system. The Final Draft Recommendation is 1 per classroom at family childcare providers.
- **Teacher Assistant.** The number of teacher assistants required per classroom. The Final Draft Action Plan Recommendation is 1 per classroom, except at family childcare providers.
- **Teacher Aide.** The number of teacher aides required per classroom. The Final Draft Recommendation is 1 per classroom at family childcare providers.
- **Floaters.** The number of floaters required per classroom. Floating instructional staff are center-based and generally support numerous classrooms. The default value assumes one floater for every eight classrooms. The assumption included in the Final Draft Model is 1 floater for every 5 teachers, or an average of 0.2 FTEs in floaters for each classroom in the PFA program.

<b>Additional Assistant Teachers for Special Populations</b>	
	<b>Students Served</b>
Add'l Assistant Teacher - IEP	18
Add'l Assistant Teacher - ELL	54
Add'l Assistant Teacher - ≤130% FPL (incl homeless/foster)	72

These variables represent the number of each type of student enrolled in the PFA program that would drive the need for one additional assistant teacher. These ratios are meant to represent averages systemwide. Many children will not drive the need for assistant teachers, as they may be the only child in their class with special support needs. However, in classrooms with multiple children from special populations, additional assistant teachers could support reduced teacher-student ratios.

Increasing the number of students served increases the total number of assistant teachers required, therefore increasing provider costs. The total number required is also driven by the projected number of children within each of these categories (see Base Inputs for more information on those estimates). Provider costs for special populations are listed as a separate line item in the Finance Summary.

- **Add'l Assistant Teacher – IEP.** The number of children with an individualized education program (IEP) that would drive the need for an additional assistant teacher.
- **Add'l Assistant Teacher – ELL.** The number of children who are English Language Learners (ELL) that would drive the need for an additional assistant teacher.
- **Add'l Assistant Teacher – ≤130% FPL (incl homeless/foster).** The number of children from households earning less than 130% of the FPL, including homeless and foster care children, that would drive the need for an additional assistant teacher.

The assumptions included in the Draft Financial Model for these ratios are based on the recommendations from the *Washington Preschool Program* November 2011 report.

**9. EDUCATION LEVELS OF INSTRUCTIONAL STAFF**

*Model Location: Program Dashboard, beginning in row 77*

Education Levels of Instructional Staff					
Percent Achieving Minimum by Year		SY 14-15	SY 15-16	SY 16-17	SY 17-18
Teacher		30%	30%	45%	65%
Family Child Care Provider		30%	30%	45%	65%
Teacher Assistant		30%	30%	45%	65%
Teacher Aide		30%	30%	45%	65%
Percent of Teachers Above Minimum		SY 14-15	SY 15-16	SY 16-17	SY 17-18
Percent with BA in ECE w/o Certification		90%	90%	80%	70%
Percent with BA in ECE w/Certification		10%	10%	20%	30%

- Percent Achieving Minimum by Year.** Enter the percentage of the educator pool expected to meet the educational requirement as defined below. Percentages can be set per educator position and by year of implementation. Lower percentages of educators meeting at or above minimum requirements reduces the total educator cost per year, as the model will assume lower salaries.

The Final Draft Model assumes that approximately 30% of staff will be meeting educational requirements when the program starts, but that all staff will reach minimum education levels by SY 2019-20, as identified in the Final Draft Recommendations.

- Teacher.** The minimum requirement is a Bachelor degree in Early Childhood Education (ECE) or a Bachelor degree in another field with certification/endorsement in ECE/P-3.
  - Family Child Care Provider.** The minimum requirement is a Bachelor degree in ECE or a Bachelor degree in another field with certification/endorsement in ECE/P-3.
  - Teacher Assistant.** The minimum requirement is an Associate degree in ECE or two years equivalent college-level course work in ECE meeting Core Competencies.
  - Teacher Aide.** The minimum requirement is an Associate degree in ECE or two years equivalent college-level course work in ECE meeting Core Competencies.
- Percent of Teachers Above Minimum.**

  - Percent with BA in ECE w/o P-3 Teaching Endorsement (not “certificated”).** This percentage represents the portion of teachers meeting the minimum education requirements who do not have certification teaching endorsement.
  - Percent Certificated.** This percentage represents the portion of teachers that are above the minimum education requirements because they have a P-3 teaching certificate. Higher number of teachers who are assumed to have this education level results in higher base salary and therefore higher educator labor costs. The Final Draft Model assumes that about 10% of teachers will meet this level of education when the program starts, but that over time the salary incentives will result in about 70% of teachers in the system meeting this level.

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**10. NUMBER OF NON-INSTRUCTIONAL STAFF**

*Model Location: Program Dashboard, beginning in row 97*

Family Support	Students		
	Served	On/Off	
Family Support Staff - children ≤130 FPL (incl homeless/foster)	36	0	1 = on, 0 = off
Family Support Staff - children 130.1-185 FPL	54	0	1 = on, 0 = off
Family Support Staff - children 185.1-200 FPL	72	0	1 = on, 0 = off
Family Support Staff - children 200.1-250 FPL	90	0	1 = on, 0 = off
Family Support Staff - children 250.1-300 FPL	108	0	1 = on, 0 = off
Family Support Staff - children 300.1-400 FPL	126	0	1 = on, 0 = off
Family Support Staff - children 400.1-500 FPL	144	0	1 = on, 0 = off
Family Support Staff - add'l for ELL	72	0	1 = on, 0 = off

- **Students Served.** Enter maximum number of children served (caseload) per family support specialist position. Caseload can be entered per income level and for ELL children to allow for lower caseloads for children with higher needs. The ratios included in the Final Draft Model are based on the recommendations in the *Washington Preschool Program* November 2011 report.
- **On/Off.** Toggle (0/1) entry to determine whether family support specialists are provided for each category of child. Toggling a category On (1) increases the provider labor costs relative to the total number of children in that category. Note that the Final Draft Model has all family support costs turned off, as they are not included in the Final Draft Action Plan Recommendations.

Provider Administration Staffing	Center-based	Family	School			
	Care	Childcare	Head Start	ECEAP	Step Ahead	Operated
<b>All numbers are per classroom</b>						
Director	1/5	0	1/5	1/5	1/5	1/5
Site Supervisor	1/10		1/10	1/10	1/10	1/10
Reception	1/10	0	1/10	1/10	1/10	1/10
Provider Other Staff	1/10	0	1/10	1/10	1/10	1/10

Enter the number of each administrative staff positions required per classroom for each delivery model. Fewer than 1 FTE position is assumed per classroom as administrative staff are presumed to be shared across multiple classrooms within a single facility. Changing the number of administrative staff required per classroom influences the provider administrative labor cost line item. All assumptions included in the model are based on a combination of input from existing providers and the experience of New Jersey's Abbott program, when applicable.

- **Director.** Center manager responsible for all instructional and administrative operation. Final Draft Model assumption is that there will be approximately 1 FTE director for every 5 classrooms in the PFA program.
- **Site Supervisor.** Supervisory instructional staff responsible for instructor coaching. Final Draft Model assumption is that there will be approximately 1 FTE site supervisor for every 10 classrooms in the PFA program. This reflects that some centers will have this position, while at other centers the Director may play this role.
- **Reception.** Final Draft Model assumption is that there will be approximately 0.5 FTE of general office support staff for every 5 classrooms in the PFA program. This reflects that some centers will have this position, while at other centers there may not be this role.
- **Provider Other Staff.** This line item reflects the need for additional staff or contracts to support business services such as accounting, payroll, IT, human resources, or finance. Final Draft Model assumption is that there will be approximately 0.5 FTE for every 5 classrooms in the PFA program.

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This reflects that some centers will have this position while at some centers, they may not have this role, or may contract for amounts analogous to small portions of FTEs.

**11. EDUCATION LEVELS OF NON-INSTRUCTIONAL STAFF**

*Model Location: Program Dashboard, beginning in row 115*

Minimum Education Levels						
<b>Minimums for Long-term Implementation</b>	Director	<b>Select Requirement</b>				
	Site Supervisor	At Minimum	At Minimum=BA, Above Minimum= MA			
	Family Support Specialist	At Minimum	At Minimum=BA in ECE, Above Minimum= Certificated			
		At Minimum	At Minimum=BA, Above Minimum= MA			
<b>Percent Achieving Minimum by Year</b>		<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>	<b>SY 18-19</b>
Director		40%	50%	60%	70%	80%
Site Supervisor		40%	50%	60%	70%	80%
Family Support Specialist		40%	50%	60%	70%	80%

- **Minimums for Long-term Implementation.** Select Below, At, or Above Minimum as a reference for educational requirements for each position. This definition is used to define the percentage requirements through implementation in the following section. Average salary by position increases with educational requirement, therefore Above Minimum results in higher overall administrative labor costs than At or Below Minimum categories.
  - **Director.** The minimum reflects a Bachelor degree.
  - **Site Supervisor.** The minimum reflects a Bachelor degree in Early Childhood Education.
  - **Family Support Specialist.** The minimum reflects a Bachelor degree. NOTE: these positions are not turned on in the model. This only represents that requirement that would be in effect if the user turns on family support.
- **Percent Achieving Minimum by Year.** Enter the percentage of non-instructional staff estimated to meet the educational requirement as defined above. Percentages can be set per position and by year of implementation. Lower percentages of staff meeting the minimum requirements reduces the administrative labor cost per year.

## OFFICE FOR EDUCATION STAFFING LEVELS

### 12. OFE STAFFING

*Model Locations: Alternative 1 through Alternative 5, beginning in row 35*

Staffing and Administration					
	SY 14-15	SY 15-16	SY 16-17	SY 17-18	SY 18-19
PFA Director	0.50	1.00	1.00	1.00	1.00
PFA Assistant Director	0.00	0.00	0.00	0.00	0.00
PFA Finance/Admin Director (F/A)	0.25	0.25	0.25	0.25	0.50
PFA Finance Manager (F/A)	0.50	1.00	1.00	1.00	1.00
PFA Senior Finance Analyst (F/A)	0.00	0.00	0.00	0.00	0.50
PFA Contract Supervisor (F/A)	0.00	0.00	0.00	0.00	0.50
PFA Contract Specialist (F/A)	0.50	1.00	1.00	1.00	1.00
PFA Data & Evaluation Manager (D/E)	0.25	0.25	0.25	0.25	0.50
PFA Database Administrator (D/E)	0.00	0.00	0.00	0.00	0.50
PFA Data Analyst (D/E)	0.00	1.00	1.00	1.00	1.00
PFA Management Systems Analyst (D/E)	0.00	0.00	0.00	0.00	0.00
PFA Comm & Outreach Coordinator (C/O)	0.50	1.00	1.00	1.00	1.00
PFA Continuous QA Manager (QA)	0.25	1.00	1.00	1.00	1.00
PFA Sr Education Specialist (QA) - PFA Coach	0.50	4.50	7.50	11.00	14.00
PFA Strategic Advisor (QA)	0.00	0.00	0.00	0.00	0.50
PFA Operations Manager (Ops)	0.50	1.00	1.00	1.00	1.00
PFA Human Svcs Coord (Ops)	0.50	2.00	4.00	6.00	8.00
PFA Early Ed Specialist (Ops)	0.50	1.00	1.00	1.00	1.00
PFA Capacity Building Manager (CB)	0.50	0.50	0.50	0.50	0.50
PFA Strategic Advisor (CB)	0.00	0.00	0.00	0.00	0.50
PFA Planning & Dev Specialist (CB)	0.50	1.00	1.00	1.00	1.00
PFA Permit Specialist (CB)	0.00	1.00	1.00	1.00	1.00
PFA Policy & Planning Manager (PP)	0.00	0.00	0.00	0.00	0.50
PFA Planning & Dev Specialist (PP)	0.50	1.00	1.00	1.00	1.00
PFA Admin Staff Asst (Admin)	0.00	0.50	1.00	1.00	1.00
PFA Admin Specialist (Admin)	0.25	1.00	1.25	1.50	2.00
PFA PIO (F/A)	0.00	0.00	0.00	0.00	0.50
PFA Personnel (F/A)	0.50	0.50	0.50	0.50	0.50
0		0.00	0.00	0.00	0.00
0		0.00	0.00	0.00	0.00
0		0.00	0.00	0.00	0.00
0		0.00	0.00	0.00	0.00
<b>Total PFA FTEs</b>	<b>7</b>	<b>21</b>	<b>26</b>	<b>32</b>	<b>42</b>

Number of OFE administrative staff required per position per implementation year. These figures are generated by the user. The Final Draft Action Plan Recommendation for staffing levels is located on the Alternative 5 worksheet. All of the staffing positions with orange cells are entered by the user. Final Draft numbers were developed based on conversations between the consultant team and OFE, as well as general experience in New Jersey, to determine reasonable assumptions for the staff needed to support program implementation.

Staffing positions with white cells are calculated based on preset relationships between these positions and the size of the PFA program in any given year. These relationships are described as follows:

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- **PFA Assistant Director.** Assistant director comes on as 1 FTE once more than half of children in the City are being served by PFA. This reflects the need for additional support for the Director once the program is that large.
- **PFA Contract Specialist.** Ratio is set at one per 30 contracts, based on OFE's experience with positions of this type in existing programs.
- **PFA Senior Education Specialist (PFA Coach).** The starting relationship is set at one coach for every 10 classrooms in the early years of the program. This reflects a heightened need for coaching as capacity is being built up in the City. This relationship decreases to one coach for every 15 classrooms by SY 2020-21 and one coach for every 20 classrooms by SY 2028-29. This decrease in the ratio represents the lower need for coaching hours as Site Supervisors are able to provide more direct coaching to the teachers at their centers.
- **PFA Human Services Coordinator.** Ratio is set to one for every 400 children in the system.
- **PFA Early Education Specialist.** Ratio is set to one for every 25 contracts.
- **PFA Admin Specialist.** Ratio is set to one for every 20 other OFE staff members.

<b>Ratio to Estimate Contracts</b>	
Assumed Average Classrooms Per Contract	5.0

- **Assumed Average Classrooms Per Contract.** Average number of classrooms contracted for under each contract that PFA lets. This value drives staffing assumptions for contract specialists at OFE. Fewer classrooms per contract increases the number of contract staff required.

## PROVIDER COSTS

This section describes the variables and assumptions that drive costs at the provider level.

### Labor Costs

#### 13. SALARY SCALE TOGGLE

*Model Location: Base Inputs, row 19*

<b>Salary Levels for Educators and Fully Loaded Costs for PFA Staff</b>	
Select Salary Scale:	<input style="width: 50px; text-align: center;" type="text" value="1"/> <span style="margin-left: 20px;">1 = Recommended Scale, 2 = Alternative Scale</span>

- The model includes two separate salary scales for educator staff (teachers, teacher assistants, teacher aides, family support specialists, floaters, and family childcare providers). The recommended salary scale (enter 1 to select this scale) reflects the consultant's recommendations. The alternative salary scale is filled in with a scenario requested by the City that reflects lower wages. See the following sections for more detail on these scales and the sources of different pay levels.
- Recommended and alternative salary scales for educators and other provider staff are based on educational attainment (Below Minimum, At Minimum, and Above Minimum). These values are used to calculate provider educator and administrative labor costs according to the level of educational attainment required and the percentage of the labor pool expected to have met that requirement, per implementation year.

**14. RECOMMENDED SALARY SCALE FOR INSTRUCTIONAL STAFF, DIRECTORS, AND SITE SUPERVISORS**

*Model Location: Base Inputs, beginning in row 21 and column L*

Recommended Salary Scale (2013-14 values)			
12-Month Salary by Education Requirements			
	Below Minimum	At Minimum	Above Minimum
Teacher	\$30,000	\$48,800	\$60,000
Teacher Assistant	\$26,000	\$34,000	\$34,000
Teacher Aide	\$26,000	\$34,000	\$34,000
Director	\$52,900	\$58,650	\$64,515
Family Support Specialist	\$30,000	\$48,800	\$60,000
Floater	\$30,000	\$48,800	\$60,000
Site Supervisor	\$46,000	\$51,000	\$62,258
Family Child Care Provider	\$30,000	\$48,800	\$60,000

The table above outlines the assumptions for pay for teachers, teacher assistant/aides, directors, and site supervisors at different levels of qualifications based on the consultant's recommendation. These listed values are for a 12-month salary. The model automatically adjusts these salaries to the appropriate levels for a school-year based on the selected scenario on the Program Dashboard.

It's important to remember that the purpose of the model is to reflect the **average** amount that will be paid to PFA teachers in any given year. These values are not supposed to be prescriptive of how much any specific staff members should be getting paid. Individual pay will vary based on experience and qualifications.

• **Teachers**

- Below Minimum Education Requirement
  - 12-month Salary: \$30,000 (about \$14.42/hour)
  - Source: US Bureau of Labor Statistics (BLS) May 2012 Salary Survey for Seattle-Bellevue-Everett MSA. Job code 252011 for "preschool teachers except special education." Median hourly wage of \$13.69, escalated to 2014 dollars. Annual salary rounded to the nearest \$1,000 to reflect an average.
- At Minimum Education Requirement (Teacher with BA in ECE, but not certificated)
  - 12-month salary: \$48,800 (about \$23.46/hour)
  - Source: PSESD 13-14 salary schedule for non-certificated staff. Band C, step 05 (based on guidance from PSESD staff indicating this was their average employee). Rounded to reflect an average.
- Above Minimum Education Requirement (Certificated Teacher)
  - 12-month salary: \$60,000 (about \$28.85/hour)

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- Source: SPS certificated staff salary schedule for teacher with BA+45 credits and 4 years of experience, which is also approximately the average base pay for an SPS teacher based on multiple external reports (such as KIRO news). Annual salary rounded to the nearest \$1,000 to reflect an average.
- **Teacher Assistants and Teacher Aides**
  - Below Minimum Education Requirement
    - 12-month salary: \$26,000 (about \$12.50/hour)
    - Source: Reflects May 2012 BLS average of multiple job codes that these types of staff are categorized as, escalated to 2014 costs.
  - At or Above Minimum Education Requirement (AA or higher)
    - 12-month salary: \$34,000 (about \$16.35/hour)
    - Source: PSESD 13-14 salary schedule for assistant teachers. Band I(a), step 05 (based on guidance from PSESD staff indicating this was their average employee).
    - Same salary assumptions for both levels because there is no need to pay for higher education levels in this position.
- **Director**
  - Below Minimum Education Requirement
    - 12-month Salary: \$52,900 (about \$25.43/hour)
    - Source: Set 10% below those meeting minimum education requirement.
  - At Minimum Education Requirement (BA and ECE certification equivalent, and expertise/coursework in business/educational leadership)
    - 12-month salary: \$58,650 (about \$28.20/hour)
    - Source: BLS May 2012 Salary Survey for Seattle-Bellevue-Everett MSA. Job code 119031 for "Education Administrators, Preschool and Childcare Center/Program." Median hourly wage of \$23.48, escalated to 2014 dollars and increased by 15% to reflect high-level duties of the Director position. Base amount is used for Site Supervisor.
  - Above Minimum Education Requirement
    - 12-month salary: \$64,515 (about \$31.02/hour)
    - Source: Set 10% above those meeting minimum education requirement.
- **Family Support Specialist**
  - Same salary assumptions as teacher.
  - Note: This position is not in effect on the Final Draft Model. If the user chooses to turn on family support, then this salary will be applied.
- **Floater**
  - Same salary assumptions as teacher.
- **Site Supervisor**
  - Below Minimum Education Requirement

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- 12-month Salary: \$46,000 (about \$22.12/hour)
- Source: Set 10% below salary for site supervisors meeting minimum requirement.
- At Minimum Education Requirement (BA in ECE)
  - 12-month salary: \$51,000 (about \$24.52/hour)
  - Source: BLS May 2012 Salary Survey for Seattle-Bellevue-Everett MSA. Job code 119031 for "Education Administrators, Preschool and Childcare Center/Program." Median hourly wage of \$23.48, escalated to 2014 dollars. Annual salary rounded to nearest \$1,000.
- Above Minimum Education Requirement
  - 12-month salary: \$62,258 (about \$29.93/hour)
  - Source: Set halfway between the salaries for teachers and directors who are above the minimum education requirements.
- **Family Childcare Provider**
  - Same salary assumptions as teacher.

**15. ALTERNATIVE SALARY SCALE FOR INSTRUCTIONAL STAFF**

*Model Location: Base Inputs, beginning in row 21 and column 5*

The City requested an alternative salary scale based on OSPI's Base Salaries for Certificated Instructional Staff for School Year 2013-14.. This scale is filled in assuming:

- The same salaries for directors and site supervisors as the consultant's recommended salary scale.
- Teacher, floater, and family childcare provider salaries are based on the OSPI adopted scale.
- Teacher Assistant and Teacher Aide salaries are set in proportion to the relationship between teacher salaries of the recommended and alternative scales.

Note: The OSPI salary scale is an adopted allocation method that determines (1) the amount that OSPI allocates to schools per teacher and (2) a floor below which teachers of each educational level may not get paid. Actual pay at districts usually includes additional compensation for Time, Responsibility, and Incentives (TRI) that are locally bargained.

**16. SUBSTITUTE DAYS PER TEACHER PER SCHOOL YEAR**

*Model Location: Base Inputs, beginning in row 120*

Substitutes	
Substitute days per teacher per school year	10

- 10 days per school year based on needing to support 5 days of teacher sick time and 5 days of teacher service days during the school year. The total number of teachers in the system multiplied by the estimated number of substitute days per teacher drives the cost for substitute wages in the model. Each substituted day is assumed to be paid for 8 hours.

**17. COST PER SUBSTITUTE HOUR**

*Model Location: Base Inputs, row 33*

Substitute Hourly Cost	\$20.08
------------------------	---------

- The hourly cost for a substitute teacher is based on the Bureau of Labor Statistics' May 2012 Salary Survey for Seattle-Bellevue-Everett MSA. Code 253098 for "Substitute Teachers." Selected Median Hourly Wage of \$19.15 in 2012. Escalated to 2014 value using assumed annual escalation of 2.4%.

**18. FAMILY ENGAGEMENT STIPEND**

*Model Location: Program Dashboard, beginning in row 245*

Family Engagement (costs of providing a teacher stipend plus some money for materials)			
	SY 14-15	SY 15-16	SY 16-17
Cost Per Classroom	750		
Annual Cost	0	35,360	73,193

- Annual cost of supporting providers' family engagement activities, including a stipend for teacher time spent outside of normal work hours and funds for activity materials. Assumed at \$750 per classroom, growing with inflation over time. This amount is the City's policy decision and should be refined during implementation planning.

**19. ADMINISTRATIVE STAFF SALARIES**

*Model Location: Base Inputs, beginning in row 28*

Reception	\$26,000
Provider Other Staff	\$45,000

- Salaries for reception staff are set equal to the minimum salary for teacher assistants/aides. This reflects May 2012 BLS salary survey average of multiple job codes for childcare workers.
- Salaries for other provider staff are set at \$45,000 for a 12-month salary, which is an average of May 2012 BLS Salary Survey levels for multiple job codes for childcare administrative workers. As a reminder, this salary level represents an average for staff in accounting, IT, HR, finance, and payroll.
- Salaries for Directors and Site Supervisors are described above on page 16.

20. INSTRUCTIONAL AND ADMINISTRATIVE STAFF BENEFITS

Model Location: Base Inputs, beginning in row 72

Role	Percent Receiving		Non-Mandatory Benefits
	Mandatory Benefits	Non-Mandatory Benefits	
Teacher	10%	100%	23%
Teacher Assistant	10%	100%	23%
Teacher Aide	10%	100%	23%
Director	10%	100%	23%
Reception	10%	50%	23%
Provider Other Staff	10%	25%	23%
Family Support Specialist	10%	100%	23%
Floater	10%	100%	23%
Site Supervisor	10%	100%	23%
Substitute Hourly Cost	0%	0%	0%
Family Child Care Provider	10%	0%	0%

- **Mandatory Benefits.** Average percent on top of salary necessary to support mandatory benefits, as shown below.

FICA	6.20%
Medicare	1.45%
Unemployment	2.00%
Workers Compensation/Industrial	0.30%
Subtotal Mandatory Benefits	9.95%

- **Percent Receiving Non-Mandatory Benefits.** Percent of staff receiving benefits beyond mandatory costs, per position type. Educator positions are set to 100% to reflect that the Final Draft Action Plan Recommendations include providing competitive benefits to educators. Reception staff are shown at 50% to reflect that these positions may include part-time workers that do not receive benefits. Other provider staff are shown at 25% to reflect that these positions may include part-time workers and also contracts for some services, and therefore these solutions won't be required to pay benefits.
- **Non-Mandatory Benefits.** The total benefit percentage on top of staff salaries is assumed to be 33% in order to be competitive with other employment opportunities. Data was gathered on PSESD and SPS salary and benefit information and rounded to reflect a reasonable average assumption.

21. PROVIDER-BASED PROFESSIONAL DEVELOPMENT

Model Location: Base Inputs, beginning in row 124

Professional Development	
Annual Non-Coaching T&TA Per Student	65

- This line item represents additional training and technical assistance (T&TA) for educators and other staff in addition to the coaching and curriculum-specific courses provided by OFE. This may include activities such as attending conferences and trainings. The Final Draft Model assumption of \$65 per student is based on the average of data received from early learning provider interviews, but

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discounted to reflect the higher level of professional development that will be provided by PFA compared to current professional development support these providers receive from the City.

## Facility Costs

### 22. RENT, UTILITIES, AND MAINTENANCE

*Model Location: Base Inputs, beginning in row 163*

Facility Operating Costs				
Delivery Models	Lease or Ownership		Maint.	Utilities
	SF/Child	Annual Cost/SF	Annual Cost/SF	Annual Cost/SF
Center-based Care	65	16.00	2.00	2.00
Family Childcare	65	16.00	2.00	2.00
Head Start	65	16.00	2.00	2.00
ECEAP	65	16.00	2.00	2.00
Step Ahead	65	16.00	2.00	2.00
Public School Operated	65	16.00	2.00	2.00
	65	16.00	2.00	2.00
	65	16.00	2.00	2.00

Facility operating costs refer to the occupancy and maintenance of a provider's physical space. Assumptions are designed to be a reasonable estimate of the citywide average, and do not represent any specific childcare center.

- **Lease or Ownership.** These values refer to the monthly rent or mortgage cost for facility occupancy, including property taxes.
  - **SF/Child.** Average ratio of total building square feet (SF) per student at an average provider. The Final Draft Model assumption of 65 SF/child is based on interviews with multiple early learning providers. Effective ratios varied significantly between providers. This number should account for all classroom, storage, bathroom, shared, and administrative space necessary to support one student.
  - **Annual Cost/SF.** Rent or mortgage cost per square foot. The Final Draft Model assumption of \$16 per SF was based on Anne Mitchell's analysis in support of the 2013 *Modeling the Cost of Quality in Early Achievers CENTERS and FAMILY CHILD CARE* report. This analysis was based on interviews with and data collection from multiple early learning providers. This number was ground-truthed through interviews with several Seattle providers during PFA Action Plan development, who had costs ranging from \$15-\$20 per SF depending on location.
- **Maint. Annual Cost/SF.** Annual cost per square foot for facility maintenance (including basic repairs, landscaping, janitorial services, and annualized costs of capital improvements). The Final Draft Model assumption of \$2 per SF was based on Anne Mitchell's analysis in support of the 2013 *Modeling the Cost of Quality in Early Achievers CENTERS and FAMILY CHILD CARE* report. This analysis was based on interviews with and data collection from multiple early learning providers. This number was ground-truthed with interviews with several Seattle providers during the PFA process, who provided budget information.

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- **Utilities Annual Cost/SF.** Combined annual cost per square foot for all utilities, including water, sewer, garbage, electric, telephone, and internet. The Final Draft Model assumption of \$2 per SF was based on Anne Mitchell's analysis in support of the 2013 *Modeling the Cost of Quality in Early Achievers CENTERS and FAMILY CHILD CARE* report. This analysis was based on interviews with and data collection from multiple early learning providers. This number was ground-truthed with interviews with several Seattle providers, who provided budget information.

**Non-Personnel Costs**

**23. TRANSPORTATION**

*Model Location: Program Dashboard, beginning in row 129*

<b>Transportation</b>	
Cost per student	1,500
Percent of Children Needing Transportation	10%

- **Cost per student.** The average per child cost for providing transportation to and from provider location. The default figure was determined as an average current cost for transportation services according to several Seattle and Puget Sound preschool providers. This value is added to the Provider Non-Personnel Costs line item according to the total number of children served and the Percent of Children Needing Transportation.
- **Percent of Children Needing Transportation.** Enter the assumed percentage of children requiring transportation service to and from providers. The Final Draft Model assumes a percentage of 10%, which was estimated based on conversations with providers as well as expert consultants.
  - This number is not a recommendation, but rather represents the likely percent of children who may need transportation services in order to attend preschool. The City can make a policy decision about whether or not they want to support transportation services.
  - This number does not represent costs for children with special needs. Those accommodations are assumed to be paid for by Seattle Public Schools, as required by law.

**24. PROVIDER SUPPLIES, MATERIALS, AND SERVICES**

*Model Location: Base Inputs, beginning in row 139*

Delivery Models	Annual Cost Per Child					
	Education					Prof. Services
	Food Service	Kitchen Supplies	Supplies & Equipment	Misc. Expenses	Insurance	
Childcare Centers	1,000	50	200	100	125	50
Family Childcare	1,000	50	200	100	125	50
Head Start	1,000	50	200	100	125	50
ECEAP	1,000	50	200	100	125	50
Step Ahead	1,000	50	200	100	125	50
Public School Operated	1,000	50	200	100	125	50
	1,000	50	200	100	125	50
	1,000	50	200	100	125	50

These entries refer to non-personnel line item costs for an average preschool center including classrooms, offices, and kitchen. All default estimated expenses are based on Anne Mitchell's analysis in support of the 2013 *Modeling the Cost of Quality in Early Achievers CENTERS and FAMILY CHILD CARE* report. Those costs were estimated using actual budget data from providers in 10 states and later

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adapted to Washington state (and specifically the Seattle region) following interviews with local providers. Each value refers to the annual cost per child, thus changes in these base costs will scale with the number of slots (children) enrolled per year.

- **Food Service.** Costs for all meals and food service staff.
- **Kitchen Supplies.** Cost for common kitchen supplies, including all supplies necessary to provide meals except food.
- **Education Supplies & Equipment.** Cost for classroom supplies and equipment, Assumes \$150 of consumables per year and replacement cost of \$1,000 per classroom per year for long-term materials based on 5-year replacement cycle.
- **Misc. Expenses.** Includes provider costs such as supplies, office materials, advertising, employee travel, and employee morale.
- **Insurance.** Cost for liability and building insurance. \$1 per SF of building for building insurance, plus \$75 per child for liability insurance.
- **Prof. Services.** Costs for professional services, such as consulting, tax, or legal services.

**25. CURRICULUM**

*Model Location: Base Inputs, beginning in row 127*

Curriculum Costs	
Tracking tool Training Cost/Child Per Year	15
Supplies/Materials Cost Per Student	10

This section reflects the curriculum costs to the provider.

- **Tracking Tool Training Cost Per Child Per Year.** Average cost per child based on Teaching Strategies GOLD (TSG) costs. This does not imply that the provider must use this system, but represents a reasonable average cost per child that will vary by provider and selected product.
- **Supplies/Materials Cost Per Child Per Year.** Average cost per child based TSG costs. This does not imply that the provider must use this system, but represents a reasonable average cost per child that will vary by provider and selected product.

**Profit and/or Reinvestment**

**26. PROFIT AND/OR REINVESTMENT ALLOWANCE**

*Model Location: Program Dashboard, beginning in row 126*

Profit and/or Reinvestment Allowance	
Percent Allowable Above Costs:	2.5%

- **Percent Allowable Above Costs.** Additional percent of total provider costs to be included in provider subsidy for profit and/or reinvestment. The Final Draft Model number of 2.5% is based on the allowance for the current Step Ahead program.

**Costs for Special Populations**

Costs for special populations are based on the salaries for assistant teachers as denoted in the instructional staff salary section on page 16.

## OFE PROGRAM ADMINISTRATION

### OFE Staff Labor

#### 27. OFE ADMINISTRATIVE STAFF COMPENSATION SCALE

*Model Location: Base Inputs, beginning in row 36*

PFA Director	\$199,006
PFA Assistant Director	\$170,600
PFA Finance/Admin Director (F/A)	\$170,600
PFA Finance Manager (F/A)	\$156,309
PFA Senior Finance Analyst (F/A)	\$115,930
PFA Contract Supervisor (F/A)	\$113,994
PFA Contract Specialist (F/A)	\$98,428
PFA Data & Evaluation Manager (D/E)	\$169,658
PFA Database Administrator (D/E)	\$112,160
PFA Data Analyst (D/E)	\$156,309
PFA Management Systems Analyst (D/E)	\$106,606
PFA Comm & Outreach Coordinator (C/O)	\$156,309
PFA Continuous QA Manager (QA)	\$156,309
PFA Strategic Advisor (QA)	\$144,513
PFA Operations Manager (Ops)	\$156,309
PFA Human Svcs Coord (Ops)	\$90,531
PFA Early Ed Specialist (Ops)	\$98,428
PFA Capacity Building Manager (CB)	\$156,309
PFA Strategic Advisor (CB)	\$144,513
PFA Planning & Dev Specialist (CB)	\$110,172
PFA Permit Specialist (CB)	\$96,645
PFA Policy & Planning Manager (PP)	\$156,309
PFA Planning & Dev Specialist (PP)	\$110,172
PFA Admin Staff Asst (Admin)	\$95,040
PFA Admin Specialist (Admin)	\$76,163
PFA PIO (F/A)	\$144,513
PFA Personnel (F/A)	\$156,309

All compensation levels in the above table were provided directly by OFE and reflect the position title, band, and step that they believe is reasonable for each staff member. These amounts reflect total compensation, including benefits and payroll taxes. No additional benefits are applied to these listed compensation amounts.

## Overhead and Non-labor Costs

### 28. OFE OVERHEAD AND NON-LABOR COSTS FOR OFE PROGRAM STAFF

*Model Location: Program Dashboard, beginning in row 172*

Overhead and Non-Labor	
Accounting	100,000
IT	3,443
Rent	5,000
Phones	900
Fleet	775
Misc Supplies	2,500

All of the estimates below were provided by OFE and grow with inflation:

- **Accounting.** Cost per year for program accounting contracted for through the Department of Neighborhoods.
- **IT.** Cost for in-house IT support per program FTE.
- **Rent.** Office occupancy cost per program FTE.
- **Phones.** Cost of telephone systems per program FTE.
- **Fleet.** Cost of transportation fleet operations and maintenance per program FTE.
- **Misc. Supplies.** Cost of miscellaneous office supplies per program FTE.

## Program Evaluation

### 29. EXTERNAL EVALUATION CONTRACT

*Model Location: Program Dashboard, beginning in row 191*

Evaluation and Assessment			
<b>Program Evaluation</b>			
Annual outside evaluation contract cost	250,000		
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Contract In Effect = 1	0.0	0.0	0.0

- **Annual external evaluation contract cost.** Annual cost for external evaluation of PFA program. Under the proposed implementation timeline this cost does not come into effect until 2018. After 2025, outside evaluation reduces in frequency to every two years. The Final Draft Model estimate of \$250,000 per evaluation is based on consultant's best estimate of a reasonable cost for this type of study, based on previous experience.

**30. FCC PILOT STUDY**

*Model Location: Program Dashboard, beginning in row 229*

Annual Cost of Operating the FCC Pilot Program Study (note: costs of serving the children are captured in regular slot costs)			
	SY 14-15	SY 15-16	SY 16-17
Study Begins Concurrently w/Overall Evaluation	0	0	0
Study Begins in Year 1	0	87,500	87,500
<b>SELECT SCENARIO TO BE IN EFFECT</b>			
<b>Study Begins Concurrently w/Overall Evaluation</b>	0	0	0

- **Annual cost of operating the Family Child Care (FCC) Pilot Study.** This cost refers only to the cost of the study, not to the per child cost of preschool provision through Family Child Care providers. Preschool costs per child are assumed to be part of the existing slot-based costs calculated throughout the model.

The model provides two options for FCC pilot study implementation:

- **Study Begins Concurrently with Overall Evaluation.** If the FCC Pilot study is conducted concurrently with and as part of the same contract as the full Outcomes Evaluation, we estimate the cost at \$30,000 over a two year period. This is the consultant recommended path. The cost is shown as \$30,000 spread evenly over the 2018-19 and 2019-20 school years.
- **Study Begins in Year 1.** If the City opts to conduct this pilot prior to inception of the full Outcomes Evaluation or to collect information from parents about satisfaction generally or benefits of having a child in FCC vs center-based care, we estimate the costs of a stand-alone study to be \$150,000 – \$200,000. The model shows this as a cost of \$175,000 spread evenly over the 2015-16 and 2016-17 school years.

**31. SCIENTIFIC ADVISORY BOARD**

*Model Location: Program Dashboard, beginning in row 250*

Scientific Advisory Board			
	SY 14-15	SY 15-16	SY 16-17
Annual Cost	0	10,748	11,001

- Assumes six local and national experts on the Scientific Advisory Board who will each receive \$1,000 per year honorarium and about \$750 per year in travel costs. Both amounts grow with inflation over time.

**Provider Evaluation**

**32. PROVIDER EVALUATION**

*Model Location: Program Dashboard, beginning in row 197*

Provider Evaluation	
Cost per classroom per year	1,000

- **Cost per classroom per year.** Average annual cost per classroom for Early Childhood Environment Rating Scale (ECERS) and Classroom Assessment Scoring System (CLASS) evaluation. Default value of \$1,000 is based on OFE average cost for the 2013-14 school year.

## Student Assessment

### 33. STUDENT ASSESSMENT

*Model Location: Program Dashboard, beginning in row 197*

Student Assessments	
PPVT Cost Per Child	60
TSG Cost Per Child	25
ASQ/ASQ-SE Cost Per Child	0

- PPVT Cost Per Child.** Annual cost per child to license and administer Peabody Picture Vocabulary Test (PPVT). \$60 per child is based on current cost of PPVT tests for 1,500 children in Seattle Early Education Collaborative (SEEC) sites.
- TSG Cost Per Child.** Annual cost per child to license and administer TSG preschool assessment tool. \$25 per child cost is based on 2013-14 costs of TSG, including licenses and provider trainings.
- ASQ/ASQ-SE Cost per Child.** Annual cost per child to license/buy/administer the Ages and Stages Questionnaire (ASQ) and the Ages and Stages-Social/Emotional Questionnaire (ASQ-SE). The City requested that this line item be included for future use. Currently, there are no costs associated with this amount in the model.

## Data System

### 34. DATA, ENROLLMENT, AND ASSIGNMENT MANAGEMENT

*Model Location: Program Dashboard, beginning in row 180*

Data System	SY 14-15	SY 15-16	SY 16-17
Baseline Data System Development and Maintenance	200,000	61,415	62,863
Enrollment Management System	50,000	20,472	20,954
Assignment Management System	50,000	20,472	20,954
Data System User License Costs	0	3,583	6,967

- Baseline Data System Development and Maintenance.** Cost per year to develop and maintain an early learning data management system to store child, provider, and program assessment information. The first year assumes \$200,000 in potential development costs, based on preliminary conversations with the Department of Early Learning (DEL) that owns and administers Early Learning Management System (ELMS) that could be adopted for PFA use. This amount is assumed to pay for two contract FTEs working on customizing ELMS. Subsequent years assume \$60,000 in ongoing system maintenance costs, growing with inflation over time.
- Enrollment Management System.** Cost per year to develop and maintain a data system to manage child enrollment information. The first year assumes \$50,000 in needed development or modification costs. Subsequent years assume \$20,000 in ongoing system maintenance costs, growing with inflation over time.
- Assignment Management System.** Cost per year to develop and maintain a data system to manage the process that assigns children to providers. The first year assumes \$50,000 in needed development or modification costs. Subsequent years assume \$20,000 in ongoing system maintenance costs, growing with inflation over time.

- **Data System User License Costs.** This represents the costs of purchasing user licenses for the providers in the PFA program to access the data system and enter information. The model assumes \$350 per provider per year, growing with inflation over time. This is based on current OFE licensing costs for similar software.

## OFE PROGRAM SUPPORT

### Professional Development for Educators

#### 35. COACHING STAFF COMPENSATION

*Model Location: Base Inputs, row 49*

PFA Sr Education Specialist (QA) - PFA Coach	\$108,364
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The compensation level for coaches was provided directly by OFE and reflects the position title, band, and step that they believe is reasonable for this position. This amount reflects total compensation for 1 FTE. No additional benefits are applied to this compensation amount.

#### 36. COACHING STAFF OVERHEAD

*Model Location: Program Dashboard, beginning in row 172*

Administration costs for coaching staff are the same as for all other OFE staff. Please see page 25.

#### 37. COURSES FOR EDUCATORS AND SITE SUPERVISORS

*Model Location: Base Inputs, beginning in row 131*

Curriculum Training Course, Cost per Teacher	5,500
Max Participants per year in Curriculum Course	80
Train the Trainer Cost per Participant	6,250
Max Participants per year in Train the Trainer Course	20

These costs reflect costs for OFE to host courses to train teachers and site supervisors on curriculums and on effective training techniques.

- **Curriculum Training Course, Cost Per Teacher.** Cost per teacher is based on cost of course and release time for the current program for HighScope trainings operated by the City. This estimate does not include the stipends that the current program provides for each educator.
- **Max Participants Per Year in Curriculum Course.** The model assumes a maximum of 80 teachers will take the PCC course each year. In early years when there are fewer than 80 teachers in the PFA program, the actual number of teachers is used. If the FCC pilot is implemented, some of these slots will likely be filled by FCC providers.
- **Train the Trainer, Cost Per Participant.** This course is for site supervisors to learn to become effective trainers so they can support the educators at their centers. Cost per participant is based on the current trainings operated by the City.
- **Max Participants Per Year in Train the Trainer Course.** The model assumes a maximum of 20 people will take the Train the Trainer course each year. In early years when there are fewer than 20 supervisors in the PFA program, the actual number of supervisors is used.

## Health Support

### 38. HEALTH SUPPORT CONTRACT SIZE

*Model Location: Program Dashboard, beginning in row 91*

Health Support		Children/ 1 FTE	Coaches/1 FTE
Public Health Nurse		650	
Mental Health Specialist		650	
Nutrition Specialist			4

The ratios below are generally based on the current OFE contract with Public Health Seattle & King County (PHSKC) for the Step Ahead program; however the ratios are increased due to the narrower recommended scope of services.

- **Public Health Nurse.** This ratio represents the number of children that drive an increase in 1 FTE public health nurses on the contract. The Final Draft Model assumption is that the contract will include 1 FTE public health nurse for every 650 children enrolled in PFA.
- **Mental Health Specialist.** This ratio represents the number of children that drive an increase in 1 FTE mental health specialist on the contract. The Final Draft Model assumption is that the contract will include 1 FTE mental health specialist for every 650 children enrolled in PFA.
- **Nutrition Specialist.** This ratio represents the number of PFA coaches that drive an increase in 1 FTE nutrition specialist on the contract. The Final Draft Model assumption is that the contract will include 1 FTE nutrition specialist for every 4 coaches employed at OFE.

### 39. HEALTH SUPPORT CONTRACT COMPONENTS

*Model Location: Base Inputs, beginning in row 152*

Health Support Contract Components	
Public Health Nurse Salary	85,000
Mental Health Specialist Salary	65,000
Nutrition Specialist Salary	80,000
Benefits	24%
Direct Charges	20%
Services and Other Charges	1%
Supplies	1%
Indirect (Administrative Overhead)	15%

Health support costs are estimated based on the existing 2013-14 PHSKC contract for the Step Ahead program, adjusted based on conversations with PHSKC and OFE staff regarding how that contract may translate into health support for PFA. Listed salary costs are for a single FTE. The total number of FTEs is driven by the ratios described in the previous section.

- **Public Health Nurse Salary.** Annual salary for one public health nurse. Amount is based on the salary in the 2013-14 Step Ahead contract, rounded to the nearest \$5,000.
- **Mental Health Specialist Salary.** Annual salary for one mental health specialist. Amount is based on the salary in the 2013-14 Step Ahead contract, rounded to the nearest \$5,000.

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- **Nutrition Specialist Salary.** Annual salary for one nutrition specialist. Amount is based on the salary in the 2013-14 Step Ahead contract, rounded to the nearest \$5,000.
- **Benefits.** Cost of personnel benefits based on percent of total annual salary. Ratio of 24% is based on the 2013-14 Step Ahead contract.
- **Direct Charges.** Direct charges to other departments at PHSKC to support the employees paid for under this contract. Ratio of 20% based on the 2013-14 Step Ahead contract. Percentage is applied to total personnel costs (salaries plus benefits).
- **Services and Other Charges.** Cost for other non-labor costs, such as membership fees, used by health support staff. Ratio of 1% based on the 2013-14 Step Ahead contract. Percentage is applied to total personnel costs (salaries plus benefits).
- **Supplies.** Cost for office and miscellaneous supplies used by health support staff. Ratio of 1% based on the 2013-14 Step Ahead contract. Percentage is applied to total personnel costs (salaries plus benefits).
- **Indirect (Administrative Overhead).** Indirect cost to support administrative overhead. Ratio of 15% is based on estimate by PHSKC for a contract with PFA. Percentage is applied to total personnel costs (salaries plus benefits).

### Kindergarten Transition

#### 40. ANNUAL COST OF SUPPORTING KINDERGARTEN TRANSITION

*Model Location: Program Dashboard, beginning in row 241*

Kindergarten Transition	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Annual Cost	0	0	0	0

The City requested that a line item be added to enter kindergarten transition costs. The Final Draft Model does not assume that the PFA program will support any costs related to kindergarten transition.

### CAPACITY BUILDING COSTS

This section describes the variables and assumptions included in the model related to capacity building support.

## Personnel and Organizations

### 41. PERSONNEL AND ORGANIZATIONAL CAPACITY BUILDING

*Model Location: Program Dashboard, beginning in row 209*

Personnel and Organizations			
<b>Supporting Educational Attainment for Educators</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	0	424,786	442,137
<b>Supporting PD of Coaching Staff</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	2,559	20,983	20,431
<b>Organizational Capacity Building</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	0	100,000	102,358

The magnitude of capacity building activities is a policy decision for the City. The model assumes the following:

- **Supporting Educational Attainment for Educators.** Assumes \$10,000 in funding per teacher requiring support. Number of teachers requiring support is estimated at 70% of PFA teachers entering system each year plus 10 educators from providers “on track” to become PFA providers. These costs are assumed to continue for the first five years of program implementation. Amounts grow with inflation.
- **Supporting PD of Coaching Staff.** Annual funding provided to support professional development of PFA coaching staff, including continuing education, conferences, etc. Assumes \$4,000 per new coach per year for the first five years, plus \$1,000 per coach per year ongoing, growing with inflation.
- **Organizational Capacity Building.** Annual funding provided to support organizational development activities of preschool providers. Assumes \$100,000 per year for the first five years of program implementation, growing with inflation.

### 42. COST TO SUPPORT DEPARTMENT OF EARLY LEARNING IN EARLY ACHIEVERS RATINGS

*Model Location: Program Dashboard, beginning in row 239*

Annual cost to support DEL in Early Achievers Ratings			
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Cost	0	0	0

The City requested that this line item be added in case the City wants to see the impact of paying for additional Early Achievers Rating capacity at the state level. The Final Draft Model does not assume costs for this line item.

## Facilities

### 43. FACILITY CAPACITY BUILDING

*Model Location: Program Dashboard, beginning in row 219*

Facilities			
<b>Equipment and Supplies for New Classrooms</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	0	345,459	361,463
<b>Facility Construction/Renovation</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	500,000	2,000,000	2,000,000

The magnitude of capacity building activities is a policy decision for the City. The model assumes the following:

- **Equipment and Supplies for New Classrooms.** Annual funding provided to equip classrooms that are new to PFA with necessary supplies and fixtures to meet quality requirements. The model assumes an average of \$7,500 per classroom. The average assumes that some newly built classrooms will require up to \$20,000 in startup costs, while others will require more minor refurbishment or supply purchases to bring them up to PFA level.
- **Facility Construction/Renovation.** Annual funding provided to construct or renovate facilities to meet preschool classroom requirements. Amounts entered in the Final Draft Model are based on consultant expertise. Actual amounts should be a policy decision by the City.

## PROGRAM REVENUES

This section describes the variables and assumptions for revenues that will support the PFA program.

## Tuition

### 44. SLIDING SCALE TUITION MODEL

*Model Location: Revenue Inputs, beginning in row 163*

Family Copays	Minimum FPL	Maximum FPL	Annual Copay Amount (2014)
Children < 110% FPL	0%	110%	0
Children 110-130% FPL	110%	130%	0
Children 130-185% FPL	130%	185%	0
Children 185-200% FPL	185%	200%	0
Children 200-250% FPL	200%	250%	200
Children 250-300% FPL	250%	300%	500
Children 300-400% FPL	300%	400%	1,000
Children 400-500% FPL	400%	500%	2,000
Children 500-750% FPL	500%	750%	4,000
Children 750-1000% FPL	750%	1000%	6,000
Children 1000-2000% FPL	1000%	2000%	8,000
Children > 2000% FPL	2000%		9,000

- **Minimum FPL (federal poverty level).** Minimum bounds of the income category for which the annual co-pay applies.
- **Maximum FPL.** Maximum bounds of the income category for which the annual co-pay applies.
- **Annual Co-pay Amount (2014).** Annual family co-pay per child for the corresponding income category. The total revenue generated from family co-pays is determined by the co-pay amount and the number of children within that income category. Co-pays for families below 200% are set at \$0, as required in the resolution. Co-pays above that level are generally based on the recommendations from the *Washington Preschool Program* November 2011 report, and adjusted based on the input from the consultant team.
- Actual copay amounts implemented will depend on policy decisions by the City. The Final Draft Recommendations document describes the challenges and policy questions of a sliding scale tuition model that should be taken into consideration.

## Other Funding Sources

### 45. HEAD START

*Model Location: Revenue Inputs, beginning in row 5*

Head Start (US DHHS)		Current	Growth				
Slots in Seattle		1,128	0.0%				
Dollars per Slot		9,500	2.4%				
Portion Not Supporting PFA		35%					
				<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Total Slots Citywide		1,128		1,128	1,128	1,128	1,128
Slots for PFA		0		150	250	400	400
FD Slot Cost		6,175		6,321	6,470	6,622	6,622
Total PFA Funding from Head Start		0		948,092	1,617,415	2,648,888	2,648,888

- **Slots in Seattle.** This is the total number of available Head Start slots in the city.
  - **Current.** Current number of Head Start slots in Seattle.
  - **Growth.** Projected growth per year in the number of slots in Seattle. To be conservative, the Final Draft Model assumes no growth in Head Start slots.
- **Dollars Per Slot.** Provider subsidy per slot.
  - **Current.** This is the current average per-slot cost provided to Head Start grantees in Seattle.
  - **Growth.** Projected annual growth in provider subsidy. Default estimate is general inflation rate.
- **Portion Not Supporting PFA.** Percentage of provider subsidy not included as a revenue source for PFA. This portion represents costs associated with the Head Start program that do not overlap and are therefore not additive with PFA program costs, such as family support and some health services. The remaining portion of the provider subsidy is accounted for as revenue within the PFA program, based on the number of slots for PFA children. The Final Draft Model estimates this portion at 35%, based on experiences at New Jersey's Abbott Program ranging from 20-45%. The actual amount will vary depending on provider.

46. EARLY CHILDHOOD EDUCATION ASSISTANCE PROGRAM (ECEAP)

Model Location: Revenue Inputs, beginning in row 17

ECEAP (WA DEL)	Current	Growth through 2019	Growth After 2019				
				SY 14-15	SY 15-16	SY 16-17	SY 17-18
Slots in Seattle	330	17.6%	1.1%	330	388	457	537
Dollars per Slot	7,331	2.4%	2.4%	0	100	200	400
Portion Not Supporting PFA	20%			5,865	6,003	6,145	6,290
Total Citywide Slots				0	600,310	1,228,932	2,515,822
Slots for PFA							
Subsidy							
Total PFA Funding from ECEAP							

- **Slots in Seattle.** This is the total number of available ECEAP slots in the city.
  - **Current.** Current number of ECEAP slots in Seattle.
  - **Growth through 2019.** Projected growth per year in the number of slots in Seattle through 2019, based on DEL's proposed expansion plan.
  - **Growth after 2019.** After 2019, the number of ECEAP slots is estimated to grow at the same rate as the number of preschool-aged children in Seattle.
- **Dollars Per Slot.** Provider subsidy per full-day ECEAP slot.
  - **Current.** This is DEL's proposed slot cost for full-day ECEAP starting in 2015. This only reflects the portion of the day supported by ECEAP. Working Connections Child Care (WCCC) revenues are addressed in the next section.
  - **Growth.** Projected annual growth in provider subsidy. Default estimate is general inflation rate.
- **Portion Not Supporting PFA.** Percentage of provider subsidy not included as a revenue source for PFA. This portion represents costs associated with the ECEAP program that do not overlap and are therefore not additive with PFA program costs. The remaining portion of the provider subsidy is accounted for as revenue within the PFA program, based on the number of slots for PFA children. The Final Draft Model estimates this portion at 20% to reflect current administrative ECEAP costs kept by the contracting agency (City of Seattle). The actual amount will vary depending on provider.

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**47. WORKING CONNECTIONS CHILD CARE (WCCC)**

*Model Location: Revenue Inputs, beginning in row 29*

Working Connections Child Care (WA DSHS and WA DEL)				
	Current	Growth		
Current Slots	770	1.1%		
Percent Full Day	67.5%			
Percent Half Day	32.5%			
Average dollars per slot	2,912	2.4%		
Portion Not Supporting PFA	20%			
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
ECEAP Co-Enrollment	0	100	200	400
Subsidy	0	2,385	2,442	2,500
ECEAP WCCC Co-Enrollment Funding	0	238,492	488,313	999,819
Other Part-Day PreK WCCC Slots	520	458	397	268
Other Part-Day PreK WCCC Slots in PFA	0	118	174	199
Subsidy	1,165	1,192	1,221	1,250
Funding for these slots	0	140,733	212,045	249,018
Other Full-Day PreK WCC Slots	250	221	191	129
Other Full-Day PreK WCC Slots in PFA	0	57	84	96
Subsidy	1,165	1,192	1,221	1,250
Funding for these slots	0	67,760	102,096	119,898
<b>TOTAL WCCC</b>	<b>0</b>	<b>306,253</b>	<b>590,408</b>	<b>1,119,716</b>

- **Current Slots.** This is the total number of available WCCC slots in the city.
  - **Current Slots.** Current number of WCCC slots for preschool-age children in Seattle, according to the Department of Social and Health Services (DSHS).
  - **Growth.** Projected growth per year in the number of slots in Seattle. Default assumption is the same growth rate as for preschool-age children in Seattle.
- **Percent Full-Day.** This is the current number of WCCC slots in Seattle that are for full-day.
- **Percent Half-Day.** This is the current number of WCCC slots in Seattle that are for part-day.
- **Average Dollars Per Slot.** Provider subsidy per half-day WCCC slot.
  - **Current.** This is DEL's proposed slot cost for half-day WCCC subsidy amount starting next year. This only reflects the portion of the day supported by WCCC.
  - **Growth.** Projected annual growth in provider subsidy. Default estimate is general inflation rate.
- **Portion Not Supporting PFA.** Percentage of provider subsidy not included as a revenue source for PFA. This portion represents costs associated with the WCCC program that do not overlap and are therefore not additive with PFA program costs. The remaining portion of the provider subsidy is accounted for as revenue within the PFA program, based on the number of slots for PFA children. The Final Draft Model estimates this portion at 20% to reflect current administrative WCCC costs kept by HSD. The actual amount will vary depending on provider.

WCCC revenues are estimated three different ways:

- **ECEAP Co-enrollment.** The model assumes that each child receiving the full-day ECEAP subsidy will also receive the part-day WCCC subsidy, which would support a 6-hour day under DEL's expansion plan. The model assumes revenue from these children equal to the combined ECEAP

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plus part-day WCCC reimbursement amounts, minus the 20% non-additive portions of those rates.

- **Other Part-Day PreK WCCC Slots.** The model assumes that any remaining WCCC part-day preK slots will also be enrolled in PFA over the next five years. The model assumes the part-day rate as revenue to support PFA, minus the 20% non-additive portion of those rates.
- **Other Full-Day PreK WCCC Slots.** The model assumes that any remaining WCCC full-day preK slots will also be enrolled in PFA over the next five years. The model assumes the only 50% of the full-day rate as revenue to support PFA, minus the 20% non-additive portion of those rates. The remaining 50% of the full-day cost is assumed to be used by families to pay for wraparound care.

**48. CHILD CARE ASSISTANCE PROGRAM**

*Model Location: Revenue Inputs, beginning in row 51*

Child Care Assistance Program (Seattle HSD)	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Three- and Four-Year-Olds Getting CCAP	110	111	112	114
Rate of PFA co-enrollment	0	48	88	97
Average Annual CCAP Stipend	7,116	7,284	7,456	7,631
Portion of stipend not supporting PFA	50%	50%	50%	50%
Total Funding for PFA	0	175,835	327,618	369,952

- **Three- and Four-Year-Olds Getting CCAP.** Number of three- and four-year-old children receiving CCAP subsidy per year. There are 110 3- and 4-year-olds served in Seattle. The number of slots is assumed to grow at the same rate as the growth in preschool age children in Seattle.
- **Rate of PFA co-enrollment.** Percentage of children receiving CCAP stipend who are also enrolled in PFA. Increasing this rate increases the overall revenues generated from this funding program. The Final Draft Model assumptions are based on consultant estimates of uptake rates.
- **Average Annual CCAP Stipend.** Average annual CCAP stipend per child, as provided by City of Seattle HSD in 2014.
- **Portion of stipend not supporting PFA.** Percentage of CCAP stipend not included as a revenue source for PFA. This portion represents costs associated with child care that are not shared/do not overlap with PFA program costs and/or should be available to pay for wraparound care. The Final Draft Model assumes 50% overlap. The remaining portion of the stipend is accounted for as revenue within the PFA program, based on the number of children co-enrolled in PFA.

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**49. STEP AHEAD**

*Model Location: Revenue Inputs, beginning in row 74*

Step Ahead (Seattle OFE)	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Slots Citywide	512	576	640	704
Slots for PFA	0	250	500	600
Total Funding	3,675,097	4,264,968	4,883,272	5,526,199
Dollars for PFA	0	1,851,115	3,815,056	4,709,829

The portion of Step Ahead funding assumed to be supporting PFA is equal to the ratio between all Step Ahead slots in the City and the Step Ahead slots assumed to be co-enrolled in PFA in the selected implementation alternative.

- **Total Funding.** Total amount of funding for Step Ahead according to OFE budgeting for the next five school years. Step Ahead funding ends in School Year 2019-20 due to the expiration of the Families and Education Levy.

**50. FAMILIES AND EDUCATION LEVY LEVERAGED FUNDS**

*Model Location: Revenue Inputs, beginning in row 81*

The following revenue sources are available through the 2018-19 school year as funded by the 2013 Families and Education Levy. Each revenue stream within the Levy was estimated individually, based on conversations between the consultant team and City staff. Each set of assumptions is described below. In all cases, the "Total Available Dollars" line item is from the City's Levy budget sheet.

Subsidies	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	730,478	848,845	972,920	1,101,945
Percent for PFA	0%	0%	0%	0%
Dollars for PFA	0	0	0	0

- **Subsidies.** These Levy funds are not assumed to support PFA.

Professional Development	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	723,024	821,907	925,527	1,033,135
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	356,730	723,068	880,513

- **Professional Development.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

Assessment	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	284,081	304,865	326,606	349,014
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	132,320	255,161	297,455

- **Assessment.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

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<b>Early Learning Health</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Total Available Dollars	497,682	509,960	522,709	535,426
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	221,337	408,366	456,329

- **Early Learning Health.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

<b>PCHP</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Total Available Dollars	542,408	555,790	569,685	583,544
Percent for PFA	0%	0%	0%	0%
Dollars for PFA	0	0	0	0

- **PCHP (Parent Child Home Program).** These Levy funds are not assumed to support PFA.

<b>Program Support - Step Ahead</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Total Available Dollars	225,210	230,766	236,535	242,290
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	100,159	184,793	206,497

- **Program Support-Step Ahead.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA. This bucket of funds includes support for marketing, recruitment, TSG, QRIS, and classroom start up materials.

<b>Program Support - Program Staff (at OFE)</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Total Available Dollars	66,194	67,827	69,523	71,214
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	29,439	54,315	60,694

- **Program Support-Program Staff (at OFE).** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

<b>Program Support - Program Staff (at HSD)</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Total Available Dollars	375,101	384,355	393,964	403,548
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	133,456	246,227	275,146

- **Program Support-Program Staff (at HSD).** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA. Supporting revenues are discounted by 20% to reflect the need for these funds to support HSD staff not related to Step Ahead.

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT E: INTERACTIVE FINANCIAL MODEL ASSUMPTIONS AND DOCUMENTATION

Program Support - Admin (staff, supplies) at HSD				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	390,415	453,986	520,301	581,792
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	157,634	325,188	396,676

- Program Support-Admin (staff supplies) at HSD.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA. This line item pays for staff at HSD as well as the building, etc. that they're in. This staff works on administration on Step Ahead contracts, subsidies, kindergarten transition, and parent child home program. Supporting revenues are discounted by 20% to reflect the need for these funds to support HSD staff not related to Step Ahead.

Program Support - Admin (staff, supplies) at OFE				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	106,628	118,788	131,544	143,333
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	51,557	102,769	122,159

- Program Support-Admin (staff supplies) at OFE.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

**51. CHILD AND ADULT CARE FOOD PROGRAM (CACFP)**

*Model Location: Revenue Inputs, beginning in row 61*

Child and Adult Care Food Program (USDA)				
	2013			
Rate for Children above 185% FPL	0.70	Includes breakfast, lunch, snack		
Rate for Children 130-185% FPL	4.61	Includes breakfast, lunch, snack		
Rate for Children Under 130% FPL	6.11	Includes breakfast, lunch, snack		
Subsidies				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Rate for Children above 185% FPL	0	0	0	0
Rate for Children 130-185% FPL	0	30,834	64,174	99,070
Rate for Children Under 130% FPL	0	147,705	307,415	474,575

These rates determine the total subsidy for providers from the USDA Child and Adult Care Food Program (CACFP). Per child rates are based on household income. Total subsidies are calculated based on population projections by household income (Base Inputs).

The source for current rates is the USDA, for rates effective July 1, 2013 – June 30, 2014.

The Final Draft Model assumes that providers will leverage this support for children up to 185% of FPL. Based on provider interviews, the administrative cost of securing these funds for children above 185% outweighs the actual subsidy amount received, and therefore providers do not generally try to recover this amount. The Final Draft Model therefore assumes no CACFP support for children above 185% FPL.

**52. NEW FUNDING SOURCES**

*Model Location: Revenue Inputs, beginning in row 141*

<b>New Fund 1</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
INSERT FUNDS BY YEAR	0	0	0	0
<b>New Fund 2</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
INSERT FUNDS BY YEAR	0	0	0	0
<b>New Fund 3</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
INSERT FUNDS BY YEAR	0	0	0	0

Spaces available for the inclusion of currently undefined revenues toward the PFA program, as required by the consultant agreement for this project. Entering revenues in these line items will reduce the net cost to the City of the PFA program.

**53. FACILITIES**

*Model Location: Revenue Inputs, beginning in row 155*

<b>Grant and Loan Programs</b>				
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Local/State Capacity Building Funds	0	0	0	0

Spaces available for capacity building funds directed toward the construction or renovation of new preschool facilities. The Final Draft Model assumes no support in this area. Entering revenues on this line will reduce the net cost to the City of the PFA program.

# EXHIBIT B

**MAY 12, 2014**

**RECOMMENDATIONS FOR SEATTLE'S  
PRESCHOOL FOR ALL ACTION PLAN  
Outreach Summary Report: Phase 2**



**In Partnership with Columbia City Consulting,  
Dr. Ellen Frede, and Dr. W. Steven Barnett**

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# RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

## Outreach Summary Report: Phase 2 May 12, 2014

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# RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN

## Outreach Summary Report: Phase 2

### OVERVIEW

This document summarizes the stakeholder and community engagement activities **conducted from February 10, 2014 through April 15, 2014** in support of the Preschool for All (PFA) Action Plan.

#### 1.0 APPROACH TO COMMUNITY ENGAGEMENT

Community engagement was done in close partnership with the City of Seattle Office for Education (OFE) and had three primary approaches: Workgroups, Community Outreach, and Expert Consultations.

**Workgroups.** The City convened six workgroups to serve in an advisory capacity to the consulting team developing recommendations for the PFA Action Plan. While workgroup members were purposefully recruited through relevant organizations, their role in the workgroup was not necessarily as official representatives of their affiliated organizations. We also note that participation in the workgroups does not imply endorsement of the *Recommendations for Seattle's Preschool for All Action Plan* ("Recommended Action Plan") and we are grateful for the frank discussions and issues raised in these meetings. The six workgroup focus areas were:

- Finance
- Health
- Infrastructure
- Program Quality and Capacity
- Workforce Development
- Data Management

All workgroups except for Data Management met three times over the development of the Action Plan. (the Data Management workgroup communicated virtually). The initial meeting was an open information gathering session and the second meeting was structured around responding to specific questions raised by the Consultant team. The third meeting was an opportunity to provide substantive feedback on sections of the draft Recommended Action Plan, which constitutes the majority of the workgroup feedback summarized in this report. See Attachment A for more information on workgroup meetings.

**Community Outreach.** For community outreach, Rachel Schulkin of OFE met with over 80 organizations to gain an on-the-ground perspective of community needs and concerns. Organizations included preschool providers, advocates, unions, cultural groups, education coalitions, and others with an interest in Preschool for All. OFE put considerable effort into ensuring that the perspectives of stakeholders who represent the diversity of the Seattle community were included. See Attachment B for more information on community outreach meetings.

In addition, in March and April, OFE convened four public meetings to provide information about PFA and hear participants' thoughts on topics ranging from cost for families to teacher training to language and culture. The City provided childcare and dinner for participants. Meetings were held in Southwest Seattle (High Point Community Center), Southeast Seattle (South Shore preK-8 School), North Seattle (Northgate Community Center), and Central Seattle (Garfield Community Center).

The City also hosted PFA webpages under both the Seattle City Council and OFE. All meetings, including workgroups, were posted there along with local media coverage links and key documents.

**Expert Consultations.** The Consulting team scheduled individual consultations with stakeholders and experts in Washington State and nationally to solicit input on specific topics. These conversations ranged from lessons learned from the implementation of universal preschool programs in Boston and New Jersey, to learning more about what the research says on dual language learners and culture, to understanding the state's Quality Rating Improvement System (Early Achievers), including the political and policy context. These were highly targeted consultations and not intended to solicit general input from a diverse set of stakeholders and audiences. See Attachment C for more information on stakeholder and expert consultations.

## 2.0 PROCESS FOR INCORPORATING FEEDBACK

Consulting team members attended workgroup meetings and conducted the expert consultations directly. Workgroup leads prepared the notes summarizing the meetings, and the Consulting team was responsible for developing interview protocols and summarizing notes from expert consultations. Following each community outreach meeting, OFE sent the Consulting team notes organized by the question or prompt that was used to solicit feedback.

The Consulting team shared the notes from all three methods of community engagement amongst themselves using e-mail and Dropbox. Notes were also inserted directly into the Working Draft of the Recommended Action Plan for reference as the Plan was developed.

Through regular meetings with OFE, the Consulting team was able to get a more nuanced sense of what was communicated at these meetings. For example, perspectives or details that may not come across in the notes.

## **PART 1: COMMUNITY ENGAGEMENT**

### **3.0 OVERARCHING THEMES**

Throughout the stakeholder engagement process, the Consulting team identified several overarching themes from the conversations and meetings. These themes signaled the stakeholder community's general priorities and served as input into the design and development of the Recommended Action Plan, without being particular to any section. These themes are summarized below:

#### ***PFA should include all children***

A key design challenge is to create a universal program for a population with widely varying needs and experiences. That said, the name of the program, Preschool for All, underscores how central the commitment to inclusiveness was from the start. Stakeholder engagement helped raise the needs of specific groups who should be thoughtfully considered in the design. Specifically, PFA should include, among others:

- Children with disabilities or developmental delays
- Children who are medically fragile
- Children in foster/kinship care or other areas of child welfare system
- Dual language learners
- Undocumented immigrants and refugees

#### ***PFA should allow providers autonomy over how they design their preschool***

Common among child care providers was an interest in maintaining autonomy under PFA. Providers sought choices, flexibility, and decision-making authority over certain aspects of preschool services. In turn, parents reiterated this priority when discussing their choice of providers. In other words, stakeholders felt: "there is not just ONE way to teach a child." They also emphasized the need to build off of existing practices. Specific aspects important to autonomy were:

- Control over waitlists and enrollment
- Flexible curriculum requirements that allow layering
- Flexible class hours
- Parental choice of preschool types
- Room for innovation

#### ***PFA should consider diverse measures of quality preschool***

Assessing the quality of teachers, student outcomes, providers, and curricula was a sensitive issue among stakeholders. Some supported evidence-based practices, while others felt that currently available research fails to capture the quality of models that are studied less often. A need for diverse measures, as well as holistic approaches to quality assessment, came through as design priorities for the Action Plan. Some thoughts raised on this topic were:

- Seek out parents' assessments of quality and make use of this information for program planning purposes.
  - Understand that parents identify quality preschool as a place that gives teachers the ability to develop professionally and teach creatively, has low teacher turnover, has values that match their family, provides coaching beyond curriculum, and has teachers who "love kids."

- Consider parent participation and satisfaction with PFA services as one measure of a quality preschool.
- Understand how existing quality assessments might not be standard for all teachers and providers.
  - Use the research pyramid to determine quality practices (e.g. curriculum).
  - Recognize that some providers feel that Early Achievers favors providers with more infrastructure, classrooms, and funding.
  - Recognize that competency is defined differently by the state, the City, and universities.
  - Consider the burden for programs to have to continue proving their quality (e.g. National Association for the Education of Young Children (NAEYC) vs. Early Achievers).
  - Allow flexibility for programs to offer a rationale for not completing a required element on Early Achievers.
- Support teachers and providers on a pathway to quality. PFA can avoid pushing out great preschools by creating an on-ramp for as-yet underqualified teachers and providers to continue.
  - Value cultural diversity, community engagement, training, language ability, and teaching experience, not just education.
  - View preschool teaching as a career pathway.
  - Consider financial assistance to meet degree requirements.

***PFA should recognize that preschool is just one part of a child's development***

Stakeholders raised the need to situate PFA in the larger context of a child's development. They suggested that an interface with birth-to-three services and public schools should be developed, as well as the interface between the classroom and the home.

## **4.0 STAKEHOLDER FEEDBACK ON THE ACTION PLAN**

This section summarizes feedback and suggestions from workgroups and community outreach that was directly pertinent to the draft Recommended Action Plan. It also provides space for the Consulting team to explain how the feedback was ultimately addressed in the final Recommended Action Plan.

The following sections are organized according to the Recommended Action Plan's structure as signified by the (§). Within each section, the reader will find a short summary of the recommendations in the Action Plan, stakeholder feedback on the recommendations, specific suggestions for that section of the plan, and in *italics*, comments on whether and how the Consulting team incorporated the feedback.

### **Delivery System (§ Action Plan Section 2.0)**

#### **Action Plan Recommendation**

After a comparative review of universal pre-K models and an analysis of the local child care landscape, the Recommended Action Plan outlines a model for delivering Preschool for All (PFA). The recommended model consists of a mixed delivery system in which child care providers apply to be able to provide PFA services, and suggested guidelines for the selection process, eligibility criteria, and contract/funding mechanisms. The Plan also suggests conducting a pilot study of Family Child Care (FCC) providers to determine the impact of FCCs on kindergarten readiness and school success. This study would then inform whether PFA should expand to include FCCs.

## Stakeholder Feedback

Workgroup feedback on the delivery mechanisms centered on selection and eligibility, with emphasis on making the criteria more holistic and ensuring that the number of eligible providers can meet projected demand. They also raised the idea that alternate models, such as in-home care and bilingual programs, are better options for certain cultural groups. Specific questions were:

- How will “hub” providers be selected? (*Consulting team response: hub providers would be selected through the same process as individual providers. The hub organization would be responsible for its providers meeting all PFA standards.*)
- Where do Family, Friends and Neighbors (FFN) providers fit in this framework? (*Consulting team response: The term “Family, Friends and Neighbors (FFN)” often refers to informal care given to a child by anyone in those categories, or to “exempt caregivers” who are not licensed by the state. Since neither of these provider types are licensed, they would not be eligible to provide PFA services. If the question refers to licensed family child care (FCC) providers, we understand that this type of care is preferred by some families and is an important part of the child care community in Seattle. However, we do not know of research indicating strong outcomes for a preschool program using the FCC model. For this reason we have recommended conducting a pilot project that could tell us more about the model’s effectiveness, and if successful, expand the pool of potential PFA providers.*)
- Where would an unlicensed, half-day, high Early Achievers scored provider fit in this framework? (*Consulting team response: To be licensed by the Department of Early Learning, providers must pass a criminal background check, attend initial and ongoing training, and work with a licensuror to ensure that the center or home environment meets and maintains the state’s health and safety standards. In addition, consulting team understands that a provider must be licensed in order to participate in Early Achievers. These are the reasons we suggest including only licensed providers in PFA. The Rationale section for Teacher-Student Ratio, Class Size, and Classroom Hours within the Recommended Action Plan speaks to why we are suggesting a full day/ six hour model.*)

The workgroups felt the FCC Pilot Study was a good idea, but were concerned about the large amount of funding and oversight it might require.

Community Outreach participants’ concerns with the delivery system typically had to do with their position in the proposed system. With such a diverse range of models currently in existence, such as family, friend and neighbor care, co-operatives, and half-day care, it is not surprising that the providers’ primary concern was where they might fit within the PFA. Beyond inclusion, many providers were concerned that PFA would not cover the full cost of care under their current model.

Early Achievers seemed to be generally unpopular among the Community Outreach participants. They viewed it as inadequate for culturally-sensitive assessment, administratively burdensome, and limiting on providers’ autonomy to “do what’s right” for their children. (*Consulting team response: the Early Achievers system has been rolled out fairly recently and as is often the case with all new things, opinions about it vary, and there is bound to be a period of adjustment to the new system. It is also our understanding that many providers are eager to participate in Early Achievers, and have already begun that process. Our team feels strongly that leveraging Early Achievers will be of high benefit – for more information see the Delivery System Rationale section within the Recommended Action Plan.*)

Community Outreach participants were also concerned with public agency oversight of the program and the means through which a "community voice" would be ensured in the oversight and governance structure. (*Consulting team response: our recommendations include establishing a PFA Oversight body that should include providers, community-based organizations, parents, and other relevant representatives. In addition, since the program will be publically funded and operated, members of the community will be able to access their elected representatives with any concerns about the program.*)

## Programmatic Features (§ Action Plan Section 3.0)

### Action Plan Recommendation

The Recommended Action Plan provides recommended guidelines across several programmatic features. Each section details background research, an assessment of the relevant local context, and options which feed into a recommendation backed by rationale.

### Stakeholder Feedback

An overarching theme of feedback from the Workgroups was that it was difficult to evaluate specific parts of the plan without a broader sense of how the pieces "fit together." There are natural overlaps between some sections (for example, staff education requirements and professional development), which are sometimes alluded to, but not consistently made clear in the Plan.

Community Outreach feedback was largely comprised of inclusion and equity concerns, though there were often conflicting opinions about how to achieve those aims with the PFA program.

## Student Eligibility (§ Action Plan Section 3.1)

### Action Plan Recommendation

The Action Plan takes a phased approach to student eligibility. During the roll-out, priority would be given to children already enrolled at PFA qualified centers and those at Head Start and other programs serving low-income children meeting PFA standards. If demand exceeds available slots, a random selection process will determine which children can enroll. The Plan also recommends additional outreach efforts to inform low-income and immigrant families of the opportunity to apply for PFA.

### Stakeholder Feedback

The workgroup feedback on eligibility centered on prioritization of eligible children, with a remaining question about the exact combination of selection criteria and lottery in the case that demand exceeds available slots. Based on the rationale that during early roll-out 4-year-olds are more likely to miss out on the opportunity for any preK at all, some felt the Plan should prioritize older children. (*Consulting team response: see Student Eligibility Rationale section within the Recommended Action Plan for why our team recommends focusing on 3- and 4-year-olds.*)

Community outreach meetings generated conflicting opinions about the appropriate prioritization of children, though they were generally aligned on the need to better include typically underserved populations. For example, does prioritizing low-income children alienate higher-income families and hamper the creation of an inclusive classroom? Related to this topic, providers sought to retain control over enrollment choices under the rationale that they are best positioned to determine what priority needs in their community are. (*Consulting team response: see Student Eligibility Rationale section within the Recommended Action Plan for why our team recommends serving mixed incomes.*)

Community Outreach participants were also concerned with how the PFA intake process would interface with available programs for the birth-to-three age range, to ensure a continuum of care. Some felt that PFA should go a step further and fully include younger children in the program. This concern appears

especially relevant for low-income and special needs populations. *(Consulting team response: While this is an important point which underscores the need for high quality care and programs across the spectrum of child's development, the PFA City Council resolution, and therefore our contract, required focusing on 3-and-4-year-old children. Presumably, PFA outreach staff will ensure that providers across the spectrum and the City are aware of PFA, and the program would link to birth-to-three programs and assure that children served in those programs would have a smooth transition into PFA.)*

### Specific Suggestions

Specific suggestions regarding eligibility were:

- Peer-to-peer methods for outreach; public campaign for outreach, including bus advertisements and billboards. *(Consulting team response: excellent ideas to consider for implementation.)*
- Reserving specific slots within classrooms to ensure mixed-income. *(Consulting team response: We suggest including existing Head Start, ECEAP, and Step Ahead providers who already serve a large percentage of Seattle's low-income children into PFA. It will be important to develop strategies for enrolling children from families with higher income in the same classrooms as children enrolled in these income-determined programs, while assuring that children not in these programs have equal access to other PFA providers.)*
- Explore a mixed prioritization system such as that used in Issaquah Schools. *(Consulting team response: this is something to consider for implementation.)*
- Use a pure lottery system regardless of income. *(Consulting team response: we recommend a random selection process that does not prioritize based on income. In addition, we recommend that the city determine the specific attributes of the selection process once they know the configuration of the PFA program – during implementation.)*
- Engage with King County Early Intervention program. *(Consulting team response: this is something to consider for implementation.)*

### Teacher-Student Ratio, Class Size, and Classroom Hours (§ Action Plan Section 3.2)

#### Action Plan Recommendation

The Action Plan recommends specific teacher-student ratios according to the age composition of the classrooms. It recommends a six-hour school day, five days a week, with options for wraparound care.

#### Stakeholder Feedback

Workgroups did not have much feedback on this section. The few questions that were raised were concerned with how existing quality programs that operate on half-day schedules or four-day-a-week schedules, for example, could fit into the PFA program.

Community outreach meetings raised many questions about the full day requirement in the PFA program. Many providers were interested in making the six-hour day more flexible, to perhaps include four-hour programs and wraparound care. The underlying concern for providers is autonomy—they have tailored their programs to meet the needs of their community and would like to preserve these customized models. *(Consulting team response: the Rationale for Teacher-Student Ratio, Class Size, and Classroom Hours within the Recommended Action Plan speaks to why we are suggesting a full day /six hour model.)*

#### Specific Suggestions

Stakeholder engagement did not yield specific suggestions for this element of the Plan.

## Staff Education Requirements (§ Action Plan Section 3.3)

### Action Plan Recommendation

The Action Plan recommends specific minimum education levels for provider staff in the Director, Teacher, Instructional Assistant, and Coach roles. Existing staff would have up to six years to meet the requirement while all new hires would have to meet the requirements immediately. The Plan ties staff salaries and benefits to the existing Seattle Public School (SPS) scale. The Plan also advocates for an alternate route for individuals with BA degrees in non-Early Childhood Education fields to work in PFA centers. Further, PFA should make additional pay available for dual-language staff.

### Stakeholder Feedback

According to workgroup feedback, the staff education requirement's strengths lie in its consideration of multiple variables and its standardization of the industry, creating a "professionalizing" effect and opening a career path into K-12 work.

Feedback centered on striking the appropriate balance between high quality standards and inclusiveness. Concerns with inclusiveness emphasized the need to further develop alternative routes to meeting the requirements through work experience or a combination of education and experience. Other inclusive supports could be financial aid and multiple qualifying modes of education, such as online coursework. The workgroups were also concerned that inclusiveness could be affected by the pace of the roll-out of these requirements. For example, part-time students might not be able to achieve the required BA in four years. The underlying concern is that staff requirements could push out teachers who might be best at serving diverse populations, or constrain the supply of teachers overall.

*(Consulting team response: after considering the feedback, we added an option for extending the timeline for additional two years for staff members who worked diligently and made clear progress toward the qualifications over the four years, but who for clearly justifiable reasons (e.g., family medical leave, courses were not offered at the college in a reasonable sequence) have not been able to complete the standard. In addition, we recommend a variety of measures to build and enhance educator capacity – see 4.2 Capacity Building section within the Recommended Action Plan.)*

Feedback also points to the need to differentiate requirements by type of staff. For example, site managers and directors would benefit from business and management training and coaches would benefit from training on teaching adults. ECE knowledge is a lesser area of need for these types of staff.

*(Consulting team response: we agree and recommend different requirements by type of staff – see Recommendations section.)*

Community outreach meetings yielded similar concerns about the staff education requirements and the time and funding necessary to achieve them. They were also interested in the incentives for staff to meet these requirements, including, but not limited to benefits and pay scale for qualified teachers. Families support teachers, citing teacher pay and retention as markers for preschool quality in their minds. They were also interested in qualifications beyond degrees, such as language ability, warmth, safety, cultural match, and ease with children. *(Consulting team response: we believe that increasing teacher pay on par with the K-12 system is critical to professionalizing the ECE field. We have based our financial model assumptions on paying teachers with BAs in ECE salaries comparable with other publicly employed early learning teachers, and paying even higher salaries for teachers with a teaching credential. In addition, we recommend that PFA provide capacity building funding and professional development activities for educators.)*

### Specific Suggestions

Specific recommendations were to:

- Conduct deeper analysis of the current workforce in terms of demographics, education, and experience. (*Consulting team response: considering the tight timeframe for developing our recommendations, we were not able to do this. However, it is something that should be considered by the City for implementation planning.*)
- Call out Highline and Green River Community Colleges' I-BEST programs as models (in addition to the University of Washington program). (*Consulting team response: we understand that these are highly regarded programs and recommend that the community colleges and four year colleges partner with the City to develop a Seattle PFA certificate, and work on other solutions to the challenges around teacher training. It is assumed that before PFA uses city funds to pay for teachers to earn higher qualification, they will access to resources such as I-BEST, because it is such an important and valuable program.*)
- Support via prep-time, and a graduated scale of salary and benefits for staff undergoing additional training. (*Consulting team response: this is included in our recommendations.*)
- Develop a means through which credits earned at community colleges can roll-over into higher education degree programs. (*Consulting team response: we agree that this is an important area to continue to work on – the City should advocate with higher education institutions to enable stacking of credits and credentials. Our team consulted with a number of higher education representatives and understands there is considerable activity in the area. However, it will be up to the state agencies to increase the articulation between AA and BA degrees.*)
- Explore PFA funding for loan forgiveness, scholarships, and other financial aid mechanisms to help staff meet these requirements. (*Consulting team response: educator capacity building by providing scholarship funds is included in our recommendations.*)

### Curricula (§ Action Plan Section 3.4)

#### Action Plan Recommendation

The Recommended Action Plan recommends three evidence-based curricula for the PFA program. It also provides for the evolution of the field by suggesting the establishment of a Curriculum Selection Committee. Providers with the capacity and interest to do so could apply to have their curricula approved by the same committee using the established criteria.

#### Stakeholder Feedback

Workgroup feedback on the curricula recommendations generally fell into two categories. First, concerns or need for clarity regarding implementation. Specifically:

- How will PFA meet the training and capacity-building needs that are associated with moving teachers onto the recommended curricula? (*Consulting team response: we recommend a cadre of coaches based at OFE that are trained in specific curricula and can provide guidance and professional development to educators.*)
- When is the appropriate time for PFA providers to begin to be held accountable for implementing these curricula given the time necessary to garner buy-in from their customers and to train-up their workforce? (*Consulting team response: based on our experience, it takes approximately three years to become well versed in a new curriculum model. However, the primary purpose of assessing fidelity of implementation is for improvement, thus, measurement of curriculum implementation should begin as soon as teachers have received training.*)

- Are the selected curricula available in multiple languages of instruction? (*Consulting team response: Opening the World of Learning has a Spanish language version. Many resources for the HighScope Curriculum and for the Creative Curriculum are available in languages other than English, such as Korean and Spanish.*)

Second, the workgroups raised the issue of inclusion of other models of early education. They stressed that many parents make child care choices based not necessarily on research outcomes, but on values and beliefs. They felt that many child-centered and self-directed models would be excluded from PFA under this recommendation. Related to this, some Workgroup members had the sense that child care professionals *should* have a role in curriculum development, and not be simply implementers of a given curriculum. (*Consulting team response: our charge was to develop recommendations that could be supported by research. Parents clearly have a choice of whether to participate if the curriculum enacted does not fit their values. That being said, in the recommended models there are opportunities for teachers to adapt and implement activities in ways that are both consistent with the curriculum principles and responsive to children's interests and individual needs. Two of the recommended models are specifically designed to let topics of studies emerge from children's interests if desired. However, curricular scaffolds for teachers are provided to ensure that children participate in content-rich and intellectually challenging activities.*)

Community Outreach with providers showed that they were primarily interested in maintaining choice (for parents and providers) with regard to curriculum. This echoes their feedback related to hours and teacher-student ratios. Providers feel they have tailored their programming according to the needs of the community they serve, and want to maintain the autonomy to continue customizing their offerings. They see this as the best way to match the need and values in their community. (*Consulting team response: while we understand the desire for flexibility on the part of the providers, the charge for our team was to develop research-based recommendations, and these do not always align with current practices in the community. Participation in PFA will be voluntary for both providers and families – and it is expected that some will opt out of PFA based on the concerns mentioned above.*)

### Specific Suggestions

Specific suggestions related to curricula were:

- Research and evaluate child-driven models based on agreed-upon quality indicators to be able to compare with the selected curricula. (*Consulting team response: this is something to consider for implementation.*)
- Establish guidelines for how to fund teacher training and paid time off to meet the curriculum requirements. (*Consulting team response: this is something to consider for implementation.*)

### Staff Professional Development Requirements (§ Action Plan Section 3.5)

#### Action Plan Recommendation

The Action Plan recommends that the OFE serve as the hub for professional development related to the PFA program. It would directly provide professional development and establish a team of trainers specializing in the recommended curricula. These specialists would be responsible for developing professional development coursework and establishing on-site reflective coaching practices at PFA centers. The team of specialists would also be built to provide content expertise in inclusion, bilingual education, cultural competence, and addressing challenging behaviors.

### Stakeholder Feedback

The workgroups recognized that the professional development program features are ambitious and applauded the inclusion of reflective coaching. Implementation concerns centered on funding the time required for teachers and staff to devote to these activities and structuring the courses more explicitly to be able to “stack” credits with larger certificate or degree programs. This desire for flexibility is driven by a concern that a professional development path that is too prescribed might push out certain populations or teaching perspectives. *(Consulting team response: our recommendations with regard to professional development are not overly prescriptive – we provide some overarching suggestions, but much of the professional development and training should be designed by PFA coaches during implementation.)*

Other concerns were generally in two categories: cultural competence and content. In the domain of cultural competence, the workgroup members raised the need to have diverse trainers and culturally-sensitive family engagement to first learn how children in various communities learn in the home environments and work from there. Related to content, workgroup members were interested in deeper inclusion of “soft” skills such as emotional intelligence and leadership skills. The potential role of senior teachers within centers who can act as a professional development resource or coach should also be recognized. *(Consulting team response: our recommendations recognize the need for training in cultural competency as well as emotional intelligence. This is also something to consider for implementation.)*

Community outreach meetings showed that providers were interested in more, better qualified coaching. Families prioritize teacher support. In fact, they ranked higher pay for teachers and teacher training as priorities over affordability. *(Consulting team response: our recommendations are reflective of these points.)*

### Specific suggestions

Specific suggestions were:

- Require that trainers be connected to a way to create credit-bearing courses, such as partnership with the I-BEST programs at Highline and Green River Community Colleges. *(Consulting team response: we recommend that “arrangements should be made with local or online institutions of higher education for PD to be credit-bearing and counted toward a degree”; however, the City would need to work with community and technical colleges and higher education institutions to ensure that this takes place.)*
- Recommend coaches have prior classroom experience or that they spend two weeks annually in a classroom for professional development. *(Consulting team response: we recommend that the coaches have ECE expertise – this would include classroom experience. Spending time in the classrooms annually is an implementation consideration.)*

### Appropriate Language Support (§ Action Plan Section 3.6)

#### Action Plan Recommendation

The Action Plan identifies several models for dual language classrooms, and advocates additional funding for qualified teachers. The Plan also identifies areas for continual assessment and adjustment including child progress within languages of instruction, quality of supports for bilingual acquisition and staff cultural competence.

### Stakeholder Feedback

The workgroups mentioned encouraging whichever languages are present in the community, without restriction to those that align with Seattle Public Schools (SPS) immersion programs. (*Consulting team response: after considering this feedback, we changed our recommendations from aligning dual language programs with SPS immersion programs to ensuring that supported languages should be representative of the Seattle population.*)

Community outreach meetings showed a high level of interest in dual-language supports. The interest goes beyond the languages offered. Rather, language support is seen as a marker for a provider's support of overall cultural identity development.

### Specific Suggestions

Specific recommendations were to:

- Not limit this program to the universal language options at SPS.
- Review the English Language Learners Action Plan for ideas.
- Cultural and language support should be considered an indicator of teacher quality akin to teacher education levels.

### Meeting the Needs of All Children through Differentiated Support (§ Action Plan Section 3.7)

#### Action Plan Recommendation

The Action Plan's recommendations for children with special needs in PFA are based on supporting inclusion. It recommends additional resources for classrooms with children with special needs to benefit from reduced class sizes and additional self-contained direct services either from the OFE education specialists or appropriate external contracts. The Plan recommends a "zero expulsion" policy for all PFA providers and establishment of Memoranda of Understanding with the relevant local entities to ensure consistent services for all children.

### Stakeholder Feedback

According to the workgroup members, consultation and coaching for all staff in identifying and supporting children with special needs is paramount. For example, cultural competence can help teachers disentangle special needs behavior from culturally-specific behavior. On the implementation side, the workgroups cautioned a need to be realistic about the costs associated with high-quality inclusion and the need to coordinate multiple local entities, including Public Health Seattle & King County, to ensure a continuum of care such that no child falls through the cracks. There is a consistent emphasis on not underestimating the cost of care associated with full inclusion. Without appropriate resources, special needs populations are often the first to be pushed out. Participants also suggested that Seattle Public Schools' Child Find program is backlogged and presents challenges in addressing needs of children with disabilities or developmental delays. (*Consulting team response: we suggest providing additional funding to reduce the class size and/or provide extra support for children who may need additional supports.*)

Workgroup members also commented that the overview text in this section could benefit from rewriting and an emphasis that "all children benefit from inclusive settings" instead of "some children..." (*Consulting team response: based on this feedback, we changed the language in this section.*)

Community outreach meetings showed a high degree of concern with special needs populations. They highlighted the fact that many conditions, trauma especially, begin much earlier than 3 years old, limiting PFA providers' efficacy.

### Specific Suggestions

Specific suggestions were:

- Consider Positive Behavioral Intervention and Supports (PBIS) as a structural framework for tiered intervention strategies. All classrooms need Tier 1 supports and targeted skills instruction. Coach/consultants provide Tier 3. (*Consulting team response: this is included in our recommendations.*)
- Include children with special health/medical needs as a special needs group (diabetes, asthma, several allergies). (*Consulting team response: based on this feedback, we addressed this in our recommendations.*)
- Braid funding with Title 1, Early Childhood Education and Assistance Program (ECEAP), Head Start, City, and public health dollars. (*Consulting team response: in the financial interactive model, we included suggestions on braiding funding.*)
- Consult the Northwest Center as a model for delivery and for cost information. (*Consulting team response: this is something to consider for implementation. We hesitated to identify any particular program to be a model for PFA.*)

### Family Engagement (§ Action Plan Section 3.8)

#### Action Plan Recommendation

The Action Plan recommends a universal family engagement approach that uses a “backpack” method to deliver home-learning activities supported by monthly parent meetings. It also recommends that provider staff intentionally identify and encourage model parent behavior to set an expectation of family engagement within the classroom. This engagement approach could build off of the Early Achiever's Strengthening Families framework. A referral plan across participating organizations would provide a route for families in crisis. Finally, a family engagement grant fund should be created that could be used by providers to design, develop, and provide family engagement activities.

#### Stakeholder Feedback

The workgroups had some more detailed information needs in this section, specifically on the Backpack Program, the Parent Leadership Training Institute (PLTI), social capital program strategies, staffing needs, and evidence for the approaches recommended herein. The workgroup expressed support for the parent-to-parent aspects of this approach, but some people reacted that there was not enough emphasis on collaboration with, and learning from, the families. They also raised the need for more holistic assessments of school readiness, including social-emotional readiness along with academic readiness.

There was a strong reaction against using ACES as a screening tool, based on lack of evidence, intent of the questionnaire design, and the potential for further trauma when administering it. (*Consulting team response: after considering this feedback, we removed ACES from our recommendations.*)

Workgroup members also pointed out the need for family support specialists. Many of the workgroup members were also strongly supportive of Head Start model of family engagement – using Family Support Coordinators to support children and families. (*Consulting team response: As reviewed in the research and rationale sections, there is little or no research showing effectiveness of the comprehensive*

*family support system required in Head Start. However, what research does support is family engagement that is integrally related to the educational practices in the classroom. We use this research to form the bases of our recommendations.)*

Participants in community outreach were also supportive of deeper and more structured parent engagement. There is the sense that the provision of family support services is an integral part of a commitment to serve *all* children. Again, ensuring that PFA be able to cover the full cost of care was raised as a concern with high quality family support. (**Consulting team response:** *see our response above. In addition, given this feedback, we changed our recommendations to include creation of a family engagement grant fund that could be used by providers to design, develop, and provide family engagement activities.*)

### **Specific Suggestions**

A specific suggestion was made to:

- Have one family support staff for two classrooms and provide that staff with high quality, comprehensive support so that they can provide support in a focused manner to the child. This will benefit that child's entire life rather than only their GPA. (**Consulting team response:** *see our response above. In addition, there are cost considerations: the addition of such a staff member would significantly increase the cost of PFA program.*)
- Consider home visit models as a way to engage families. Use home visiting as an opportunity to assess the child/family's home environment and to provide relevant family education on health issues. (**Consulting team response:** *research is now emerging that shows some benefits of certain well-designed home visiting programs for specific populations of parents and children (e.g. children with identified special needs, infants and toddlers), while other research comparing center-based approaches to home visiting shows consistently greater outcomes for center-based programs. Thus we cannot justify the cost of adding home visiting for some children while the majority of children are not being served.*)

### **Health Support (§ Action Plan Section 3.9)**

#### **Action Plan Recommendation**

The Action Plan recommends that the City, Public Health Seattle & King County (PHSKC) Child Care Health Program, and Seattle Public Schools (SPS) work together to delineate health, developmental, and social-emotional screening and referral procedures. The recommendations also state that certain services should be provided and the three entities should delineate the particular roles and responsibilities in supporting teachers and families in providing these services.

#### **Stakeholder Feedback**

The workgroups expressed enthusiastic support for the general approach of expanding existing services provided by PHSKC contract, but sought more implementation details. Additional details should explain who has oversight, what would happen after screening in the classroom in terms of tracking and follow-up on identified children, and the exact roles and authority of different entities involved. The workgroups also wanted to see a broader discussion of health that includes dental health, nutrition, environmental health, and safety, and one that explicitly establishes a home-classroom link for maintaining health. There was a sense that this section was heavy on behavioral and mental health.

Families in community outreach cited health as a foundational element of the preschool experience. To them, health includes nutrition at school, as well as social-emotional development. This focus on the *whole* child's development was very important to the stakeholders.

*(Consulting team response: based on this feedback, we revised the recommendations in this section. However, while we fully understand and recognize that health services are important, our recommendations first and foremost focused on educational aspects of PFA. We recommend that the City work with PHSKC and SPS on implementation details for health support.)*

### **Specific Suggestions**

Some specific suggestions were:

- Find out if the City has resources for Seattle Nutrition Action Consortium (SNAC) for all programs - Recommend allowing for alternate nutrition programs. *(Consulting team response: this is something to consider for implementation.)*
- Explore Access to Baby and Child Dentistry (ABCD) – Coordinate/link families without dental providers to ABCD. *(Consulting team response: we added this to our recommendations.)*
- Have a public health nurse with child care experience provide an environmental safety check at least once per year and then require the center to provide a resolution to the identified issues. *(Consulting team response: in our opinion, this can be completed as part of the structured classroom observations that should be conducted as part of PFA.)*
- Disagree with recommendation to implement tiered system of support in which PHSKC support only extreme behavior and mental health issues and all other social-emotional support provided by OFE education specialists. OFE Education Specialists' role is very different from the mental health consultant of Public Health. Their role is primarily to oversee implementation of the contract, funding, etc. Public Health mental health consultants and nurses are currently providing social-emotional support at all levels, including overall classroom and program support in this area. *(Consulting team response: we are recommending a change to the status quo, not merely extending what currently exists. OFE Education Specialists (aka PFA coaches) should be trained in curriculum models and specific positions should be filled with qualified professionals to provide expertise as inclusion specialists, bilingual education specialists, and experts in cultural competence and challenging behaviors. The role of the PFA coaches would be to provide support to providers in social-emotional domain and challenging behaviors, while PHSKC could assist with extreme behavior and mental health issues. More specific roles of PHSKC, city staff, and SPS should be developed during implementation planning.)*

### **Kindergarten Transition (§ Action Plan Section 3.10)**

#### **Action Plan Recommendation**

The Action Plan builds on the existing partnership between the Seattle Public Schools (SPS) and the City for kindergarten transition success. It recommends establishment of a formal agreement between SPS and the City addressing data sharing, academic expectations, curriculum alignment, professional development, and space sharing. The Plan also advocates awareness around existing kindergarten transition programs.

#### **Stakeholder Feedback**

Community outreach participants were concerned with kindergarten transition plans, emphasizing the need to have a clear agreement with Seattle Public Schools. One participant raised the particular case example of a 5-year old who is not school-ready, and how PFA might continue to accommodate his or her needs. *(Consulting team response: this is something to consider for implementation.)*

### Specific Suggestions

Stakeholder engagement did not yield specific suggestions for this element of the Plan.

### Timeline, Phase-in, and Capacity Building (§ Action Plan Section 4.0)

This section of the Action Plan describes the pathway to “full implementation” of the program, covering the timeline, phase-in of requirements, and initiatives to build required capacity.

### Phasing and Plan Alternatives (§ Action Plan Section 4.1)

#### Action Plan Recommendation

The Action Plan recommendations are for the City to set a goal of having preschool available as an option for all families. To make this a quantifiable goal based on an estimate of how many children that will entail, we suggest a goal of serving 80% of all 4-year-olds and 70% of all 3-year-olds. Any provider should have the opportunity to meet standards and join the Preschool for All (PFA) program so long as there is unmet demand for preschool.

#### Stakeholder Feedback

One workgroup comment highlighted the likelihood that during the transition some unlicensed part-time providers will cease operation before replacement capacity can be built up. This might disproportionately impact culturally-relevant capacity. *(Consulting team response: this could be a potential unintended consequence and something for the City to monitor during implementation. However, participating in PFA would be voluntary for both providers and families, and we expect that some providers will continue to operate without changing their models.)*

Community outreach participants were also very concerned that provider eligibility requirements might restrict available capacity. They raised many questions about potential displacement of, or redundancies with, existing child care programs such as comprehensive child care, Early Childhood Education and Assistance Program (ECEAP), and Head Start. *(Consulting team response: we recommend that the City works to create a unified preschool program for PFA instead of several disparate ones, such as Head Start, ECEAP, and Step Ahead. Our Recommended Action Plan is based on the premise that it will build on top of existing publicly funded programs, providing them with additional resources to enhance and expand services. PFA would not displace publicly funded programs, and will, in fact, greatly benefit if these programs are expanded.)*

### Specific Suggestions

Stakeholder Engagement did not yield specific suggestions for this element of the Plan.

### Capacity Building (§ Action Plan Section 4.2)

#### Action Plan Recommendation

The Action Plan recommends a three-pronged approach to building up the capacity necessary for a successful PFA program. First, build capacity within providers who are qualified for PFA at the outset. Second, create a maximum three-year “on-ramp” for potential PFA providers to build capacity, get licensed, and join the program. Third, prioritize “on ramping” for existing Step Ahead and ECEAP providers to ensure continuity for at-risk children. The plan provides more specific detail for capacity building within personnel and facilities, including making financial support available.

### Stakeholder Feedback

With regard to the personnel capacity building strategy, the workgroups described the plan as appropriately flexible and well outlined. They have concerns about the Department of Early Learning's (DEL) existing capacity to serve as a resource for PFA, though it was recognized as a good idea. The workgroups also sought more detail about implementation such as who will conduct the pre- and post-assessments and who trains the coaches. *(Consulting team response: this is something to consider for implementation.)*

With regard to the facilities capacity building strategy, the workgroup sought more clarity on facility standards and details about funding for ongoing support and maintenance costs. There was some concern about Seattle Public Schools' (SPS) existing space issues and how partnership with PFA might further stress those resources. The workgroups also felt the Plan should better address pre-development needs such as architectural planning consultation and renovation assistance, preferably from architects specializing in early learning spaces. *(Consulting team response: based on this feedback, we added a recommendation to establish a Facilities Capacity Building Fund, as well as to assign PFA staff to assist with facility planning consultations. We also recommend that the City and SPS establish a workgroup to look at the options and implications for SPS providing space for PFA classrooms.)*

The community outreach participants also raised the issue of transportation, emphasizing that parents make child care decisions based on proximity, cost, and cultural matching rather than quality rating. The PFA program then faces the challenge of ensuring equitable access on the basis of geography and transportation access. *(Consulting team response: our financial model does assume that PFA will provide some funding to transport children to programs, in addition to any funding the school district provides through its Special Education Preschool Program. Many of the city's Head Start, ECEAP, and Step Ahead programs do not provide transportation to most enrolled families, and families do not have access to all the centers these programs run. The City will need to determine how much choice parents will have in selecting their PFA program once it knows where these programs are located and what the demand is.)*

### Specific Suggestions

Specific suggestions for personnel capacity building were:

- Do a practice-based assessment to qualify a teacher instead of a degree. *(Consulting team response: many states have struggled with this approach but no rigorous and efficient method for implementing this has been put into policy. This is difficult because there are some excellent teachers who are not in a position to pursue a degree. However, the question of who conducts and pays for the assessments of children and classrooms is difficult to answer: Would the City train and hire objective observers over and above the ones already needed for ramp-up? How would selection bias in the children served in any given classroom be controlled for in the research design? How would targets be set? Who would conduct the child assessments and analysis to ensure there is no bias? How would that be paid for? We can find no feasible answer to these questions when the City must be accountable to the taxpayers.)*
- Include a test-only option for certification. *(Consulting team response: certification requirements are determined by the state, and do not have a test-only option for teacher certification.)*

Specific suggestions for facilities capacity building were:

- Do a debt-capacity analysis for providers' facilities improvement costs. *(Consulting team response: part of our recommendations for facilities capacity building is to provide technical assistance to providers wishing to develop facilities to provide PFA services. As we recommend in the Plan, the city should be able to assist providers with debt-capacity analysis.)*

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- Conduct an inventory of existing facilities across providers and organizations with the intent of identifying spaces for conversion and larger existing buildings that can house a PFA program. *(Consulting team response: this is something to consider for implementation. In addition, the city will gain a great deal of information about the availability of inventory when it puts out its first request for qualifications to provide PFA.)*
- Explore integration of child care facility needs with urban planning – Vancouver, BC is a model in this area. *(Consulting team response: we suggest in the Capacity Building Section that City's Department of Planning and Development review its zoning and planning policies so that they encourage the development of PFA spaces. This is something to consider for implementation.)*
- Explore using a suburban model of collecting impact fees from developers to fund PFA facilities. *(Consulting team response: the City of Seattle had an incentive program that allowed additional floor area to be constructed beyond base height to floor area ratio (FAR) limits for office, hotel, and certain other developments. This incentive enabled developers to achieve additional FAR in exchange for providing a public good. Dedicating space for child care was one way to do this.)*
- Include requirements for outdoor play spaces as a standard for facilities. *(Consulting team response: this is in place already and is one of the challenges cited for siting providers in downtown locations. All PFA facilities will have to meet licensing requirements for outdoor play space.)*
- Explore the option of SPS opening a PFA building that filters into multiple elementary schools and possible leasing arrangements. *(Consulting team response: this is something to consider for implementation and discussion with SPS.)*

## Outcomes and Evaluation (§ Action Plan Section 6.0)

### Action Plan Recommendation

The Outcomes and Evaluation section of the Recommended Action Plan establishes a framework for building “continuous improvement” into the PFA program. This entails both ongoing monitoring within the system and externally contracted program evaluations, requiring baseline data collection at the onset.

### Stakeholder Feedback

The workgroups appreciated the thoughtful layers of assessment built into this program. They sought more details on the schedule of the assessments and the decision-making behind the choice of assessment tools. The underlying concern with these questions is striking a balance between the utility of assessment and the burden it can represent to teachers and organizations. Further recognition of the training needed to administer these assessments was also pointed out. *(Consulting team response: this is something to consider for implementation.)*

The workgroups were concerned with data integration, making the collected information accessible and useful to other data and evaluation initiatives. *(Consulting team response: this is something to consider for implementation.)*

Community outreach did not provide feedback on outcomes and evaluation.

Specific suggestions offered in regard to outcomes and evaluations are:

- Use a unique student identifier for each student that reflects existing data systems (MERIT for example). (*Consulting team response: this is something to consider for implementation – would require coordination among several government entities.*)
- Include data sharing clauses in Memoranda of Understanding with partner organizations, especially Seattle Public Schools and state agencies. (*Consulting team response: this is included in our recommendations in Kindergarten Transition section.*)
- Connect with WaKIDS (all three parts). (*Consulting team response: we suggest connecting with WaKIDS in the Kindergarten transition section.*)

## 5.0 IMPLICATIONS OF STAKEHOLDER COMMENTS FOR IMPLEMENTATION

As the ultimate decision maker, the City will need to make choices about PFA during the work on implementation details. While working on these details, it will be important to keep the following broad points in mind as they were especially important to the community stakeholders that were consulted during this process:

- **Inclusiveness came up frequently and in different contexts.** Inclusiveness was raised related to income, language, immigrant status, children in foster/kinship care or other areas of child welfare system, children with disabilities or developmental delays, and children who are medically fragile. It will be important to keep this in mind as program design continues and the City should continue to provide venues to share information and solicit input.
- **Support for Early Achievers varies,** as many providers expressed dissatisfaction with the system and recommended that it not be used as a requirement for PFA. Our rationale for recommendations on Delivery Model (Section 2.6) outlines the reasons we recommend aligning with Early Achievers. However, it will be important for the City to recognize that Early Achievers is a new system that is experiencing growing pains and there may be some resistance at the beginning.
- **Keep program design flexible enough** so that the program can evolve as needs and circumstances change. Providers communicated a desire for some autonomy with respect to curriculum and other program elements. There should be a way for programs to test innovations or new practices and evaluate their efficacy in practice.

## **PART 2: STAKEHOLDER AND EXPERT CONSULTATIONS**

Stakeholder and expert consultations allowed the Consulting team to engage individuals on very specific topics as needed. For example, Anne Mitchell, a national expert on early learning cost modeling, provided feedback on the scope of work for the financial model, and provided her thoughts on how to model certain elements. The specificity of these conversations makes it impractical to summarize the notes here. Instead, the Team has provided a detailed list of consultations and the topics covered in the Attachment C.

**ATTACHMENT A. WORKGROUPS**

Workgroup	Finance	Workforce Development	Infrastructure
<b>Meeting details</b> (number of attendees; date; location)	12; 1/28/14; Seattle Municipal Tower	12; 1/29/14; Sound Child Care Solutions	4; 1/30/14; Green Lake Library
	20; 3/6/14; Seattle Municipal Tower	11; 2/20/14; Rainier Beach Library	9; 2/25/14; High Point Community Center
	14; 4/3/14; Seattle Municipal Tower	11; 3/25/14; Montlake Community Center	7; 3/25/14; Department of Early Learning
<b>Represented Organizations</b>	<ul style="list-style-type: none"> <li>• Adventure Day Care</li> <li>• Denise Louie Education Center</li> <li>• Human Services Department</li> <li>• Kids 1<sup>st</sup> - Seattle</li> <li>• Neighborhood House</li> <li>• Phinney Neighborhood Association</li> <li>• Public Health Seattle &amp; King County</li> <li>• Seattle City Budget Office</li> <li>• Seattle City Employees' Retirement System</li> <li>• Seattle Human Services Department</li> <li>• Seattle Department of Finance &amp; Administrative Services (FAS)</li> <li>• Seattle Office for Education (OFE)</li> <li>• Seattle Public Schools</li> <li>• SEIU 925</li> <li>• Sound Child Care</li> <li>• University of Washington</li> </ul>	<ul style="list-style-type: none"> <li>• Child Care Resources</li> <li>• City of Seattle</li> <li>• Community Day School Association</li> <li>• Economic Opportunity Institute</li> <li>• Highline Community College</li> <li>• Kids 1<sup>st</sup> - Seattle</li> <li>• Kidus Montessori</li> <li>• North Seattle Community College</li> <li>• Puget Sound Educational Service District</li> <li>• Seattle Office of Economic Development</li> <li>• Seattle Human Services Department</li> <li>• Sound Child Care Solutions</li> <li>• Seattle Office for Education (OFE)</li> <li>• Seattle Public Schools</li> <li>• SEIU 925</li> <li>• Small Faces</li> <li>• University of Washington</li> <li>• Whatcom Community College</li> </ul>	<ul style="list-style-type: none"> <li>• Black Child Development Institute - Seattle</li> <li>• Child Care Resources</li> <li>• Community Day School Association</li> <li>• Environmental Works</li> <li>• Seattle Associated Recreation Council</li> <li>• Seattle Human Services Department</li> <li>• Seattle Public Schools</li> <li>• Washington State Department of Early Learning</li> </ul>

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Workgroup	Health	Program Quality and Capacity	Data Management	
Meeting details (attendance; date; location)	15; 1/30/14; Educare Early Learning Center	10; 1/28/14; West Seattle Library / 16; 1/30/14; Green Lake Library	Met virtually	
	10; 2/20/14; Montlake Community Center	17; 2/25/14; High Point Community Center		
	18; 3/27/14; Montlake Community Center	25; 3/25/14; Department of Early Learning		
Members	<ul style="list-style-type: none"> <li>• Causey's Learning Center</li> <li>• Coalition for Safety Health Early Learning</li> <li>• Community Day School Association</li> <li>• Haggard Nelson Child Care Resources (HNCR)</li> <li>• King County Department of Community &amp; Human Services (DCHS)</li> <li>• King County Developmental Disabilities Division</li> <li>• NeighborCare Health</li> <li>• Neighborhood House</li> <li>• City of Seattle Office for Education</li> <li>• Public Health Seattle &amp; King County</li> <li>• Puget Sound Educational Services District</li> <li>• Reach Out and Read Washington State</li> <li>• City of Seattle Human Services Department</li> <li>• Seattle Public Schools</li> <li>• Washington Dental Service Foundation</li> </ul>	<ul style="list-style-type: none"> <li>• Black Star Line</li> <li>• Child Care Resources</li> <li>• Children's Home Association</li> <li>• CDSA</li> <li>• City of Seattle</li> <li>• Community Center for Education Results</li> <li>• Community School of West Seattle</li> <li>• College Success Foundation</li> <li>• Denise Louie Education Center</li> <li>• Epiphany Early Learning</li> <li>• Haggard Nelson Child Care Resources</li> <li>• Hilltop Children's Center</li> <li>• King County Executive Office</li> <li>• Neighborhood House</li> <li>• North Seattle Community College</li> <li>• Our Beginning</li> <li>• PRIMM ABC</li> </ul>	<ul style="list-style-type: none"> <li>• Seattle Associated Recreation Council</li> <li>• Seattle City Council</li> <li>• Seattle Human Services Department</li> <li>• Seattle Office for Education (OFE)</li> <li>• Seattle Public Schools</li> <li>• Seattle Public Library</li> <li>• Shoreline School</li> <li>• Small Faces</li> <li>• Sound Child Care Solutions</li> <li>• Southeast Seattle Education Coalition</li> <li>• Teachers United</li> <li>• The Little School</li> <li>• Washington Department of Early Learning</li> <li>• Washington Dental Service Foundation</li> <li>• Wellspring</li> <li>• University of Washington</li> <li>• YMCA</li> </ul>	

**ATTACHMENT B. COMMUNITY OUTREACH CONTACTS**

Community group	Seattle Early Education Collaborative	City of Seattle Human Services Department	Sound Child Care Solutions	Seattle Early Learning Collaborative PreK-3 Workgroup	The Denise Louie Education Center	PreK – 3 Collaborative	PCHP United Way Atlantic Street Center
Attendance; date	18; 1/9/14	16 ; 1/14/14	9 ; 1/14/14	15; 1/17/14	3; 1/22/14	N/A; 1/23/14	25; 1/23/14
Selected attending organizations	<ul style="list-style-type: none"> <li>• Southwest Early Learning Bilingual Preschool/Sound Child Care Solutions</li> <li>• City of Seattle Office for Education</li> <li>• Seattle Public Schools</li> <li>• Neighborhood House</li> <li>• Community Day School Association</li> <li>• Causey's Learning Center</li> <li>• Public Health</li> <li>• Puget Sound Educational Service District</li> <li>• Child Care Resources</li> <li>• El Centro de la Raza</li> </ul>	<ul style="list-style-type: none"> <li>• City of Seattle Human Services Department</li> </ul>	<ul style="list-style-type: none"> <li>• Sound Child Care Solutions</li> <li>• Little Eagles Child Development Center</li> </ul>	<ul style="list-style-type: none"> <li>• City of Seattle Human Services Department</li> <li>• Community Day School Association</li> <li>• Seattle Public Schools</li> <li>• City of Seattle Office for Education</li> <li>• Seattle Public Schools EL</li> <li>• Causey's Learning Center</li> </ul>	<ul style="list-style-type: none"> <li>• Denise Louie Education Center</li> </ul>	<ul style="list-style-type: none"> <li>• Sign In list not available.</li> </ul>	<ul style="list-style-type: none"> <li>• Atlantic Street Center</li> <li>• Encompass</li> <li>• Neighborhood House</li> <li>• Southwest Youth and Family Services</li> <li>• City of Seattle</li> <li>• Kinderling</li> <li>• Chinese Information and Service Center</li> <li>• Parent-Child Home National Office</li> <li>• El Centro de la Raza</li> <li>• New Futures</li> <li>• Navos</li> <li>• YWCA</li> <li>• Children's Home Society of Washington</li> <li>• United Way of King County</li> </ul>

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
OUTREACH SUMMARY REPORT: PHASE 2

Community group	Early Learning Coalition	Seattle Public Schools Kindergarten Enrollment Night	Chinese Information and Service Center Staff	Chinese Information and Service Center Play & Learn Meeting	League of Education Voters	YMCA	Southeast Consortium Directors Group	Child Care Resources
Attendance; date	18 ; 1/23/14	N/A; 1/23/14	10 ; 1/24/14	N/A; 1/24/14	N/A; 1/25/14	16 ; 1/29/14	12; 1/29/14	23; 2/4/14
Selected attending organizations	<ul style="list-style-type: none"> <li>• Chinese Information and Service Center</li> <li>• Seattle Public Schools</li> <li>• SOAR &amp; FACES</li> <li>• Child Care Resources</li> <li>• Kinderling</li> <li>• Interlake Child Care &amp; Learning Center</li> <li>• Public Health Seattle &amp; King County</li> <li>• King County Developmental Disabilities Division</li> <li>• Northwest Center Kids</li> <li>• SEIU 925</li> <li>• Okund Consulting</li> <li>• Encompass</li> <li>• CDAGS/North Seattle Community College</li> <li>• Wellspring Family Services</li> </ul>	<ul style="list-style-type: none"> <li>• Sign In list not available.</li> </ul>	<ul style="list-style-type: none"> <li>• Chinese Information and Service Center staff</li> </ul>	<ul style="list-style-type: none"> <li>• Sign In list not available.</li> </ul>	<ul style="list-style-type: none"> <li>• League of Education Voters</li> </ul>	<ul style="list-style-type: none"> <li>• Parents and individuals</li> </ul>	<ul style="list-style-type: none"> <li>• PRIMM</li> <li>• Kidus Montessori ECDC</li> <li>• Causey's Learning Center</li> <li>• Seattle's Women's Commission</li> <li>• Wellspring Family Services</li> <li>• We Are The World</li> <li>• City of Seattle Office for Education</li> <li>• The JMA Group</li> <li>• City of Seattle</li> <li>• Seattle Public Schools</li> </ul>	<ul style="list-style-type: none"> <li>• Child Care Resources</li> </ul>

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
OUTREACH SUMMARY REPORT: PHASE 2

<b>Community group</b>	Chinese Information and Service Center Play & Learn Meeting	League of Education Voters	YMCA	Southeast Consortium Directors Group	Child Care Resources	Seattle Faces	Community School of West Seattle
<b>Attendance; date</b>	N/A; 1/24/14	N/A; 1/25/14	16; 1/29/14	12; 1/29/214	23; 2/4/14	1 ; 2/6/14	11; 2/7/14
<b>Selected attending organizations</b>	<ul style="list-style-type: none"> <li>• Sign In list not available.</li> </ul>	<ul style="list-style-type: none"> <li>• League of Education Voters</li> </ul>	<ul style="list-style-type: none"> <li>• Parents and individuals</li> </ul>	<ul style="list-style-type: none"> <li>• PRIMM</li> <li>• Kidus Montessori ECDC</li> <li>• Causey's Learning Center</li> <li>• Seattle's Women's Commission</li> <li>• Wellspring Family Services</li> <li>• We Are The World</li> <li>• Seattle Office for Education</li> <li>• The JMA Group</li> <li>• City of Seattle</li> <li>• Seattle Public Schools</li> </ul>	<ul style="list-style-type: none"> <li>• Child Care Resources</li> </ul>	<ul style="list-style-type: none"> <li>• Seattle Faces</li> </ul>	<ul style="list-style-type: none"> <li>• Community School of West Seattle</li> </ul>

<b>Community group</b>	Afrique Service Center	Kidspace	Child Care Directors Association of Greater Seattle (CDAGS)	One America	Montessori Organizations	Child Care Resources – Family Services	African America Child Care Task Force
<b>Attendance; date</b>	1; 2/6/14	1; 2/10/14	8; 2/11/14	1; 2/10/14	9; 2/12/14	13; 2/12/14	4; 2/13/14
<b>Selected attending organizations</b>	<ul style="list-style-type: none"> <li>• Afrique Service Center</li> </ul>	<ul style="list-style-type: none"> <li>• Kidspace</li> </ul>	<ul style="list-style-type: none"> <li>• Kids Co./CDAGS</li> <li>• North Seattle Community College</li> <li>• Beginnings Schools - Capitol Hill &amp; Queen Anne</li> <li>• Wellspring Family Services</li> <li>• Small Faces Child Dev. Center</li> <li>• Community Day School</li> </ul>	<ul style="list-style-type: none"> <li>• One America</li> </ul>	<ul style="list-style-type: none"> <li>• Pacific NW Montessori Association</li> <li>• Washington Federation of Independent Schools</li> </ul>	<ul style="list-style-type: none"> <li>• Child Care Resources</li> </ul>	<ul style="list-style-type: none"> <li>• AACCTF</li> <li>• North Seattle Community College</li> </ul>

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
OUTREACH SUMMARY REPORT: PHASE 2

<b>Community group</b>	Small Faces - Interlake	Community Day School Association	Puget Sound Educational Service District	ECEAP Policy Group	Southeast Seattle Education Coalition (SESEC)	SEEC - Early Learning Academy	Listen & Talk
<b>Attendance; date</b>	30; 2/14/14	11; 2/20/14	20; 2/18/14	18; 2/26/14	1; 3/20/14	1; 3/21/14	5; 4/1/14
<b>Selected attending organizations</b>	<ul style="list-style-type: none"> <li>• Interlake Child Care &amp; Learning Center</li> <li>• Small Faces Child Development Center</li> </ul>	<ul style="list-style-type: none"> <li>• CDSA</li> </ul>	<ul style="list-style-type: none"> <li>• PSESD</li> <li>• CCER</li> <li>• FWPS - Federal Way Public Schools</li> <li>• OSPI</li> <li>• Bezos Family Foundation</li> <li>• Highline Public Schools</li> <li>• Reach Out and Read</li> <li>• SOAR</li> <li>• Big Brothers Big Sisters</li> <li>• League of Education Voters</li> <li>• Tukwila School Board</li> <li>• Kent School District</li> </ul>	<ul style="list-style-type: none"> <li>• City of Seattle</li> <li>• El Centro de la Raza</li> <li>• PRIMM</li> <li>• Prospect</li> <li>• Refugee Women's Alliance</li> <li>• Tiny Tots</li> <li>• Refugee and Immigrant Family Center</li> <li>• UW Experimental Educational Unit</li> <li>• SeaMar</li> </ul>	<ul style="list-style-type: none"> <li>• SESEC</li> </ul>	<ul style="list-style-type: none"> <li>• SEEC-ELA</li> </ul>	<ul style="list-style-type: none"> <li>• Listen &amp; Talk</li> </ul>

<b>Community group</b>	Boys & Girls Club	Hilltop Children's Center	Neighborhood Summit	Pike Market Child Care	High Point Community Center	South Shore	Northgate Community Center	Garfield Community Center
<b>Attendance; date</b>	6; 4/1/14	30; 4/4/14	N/A; 4/5/14	N/A; 4/8/14	N/A; 3/13/14	N/A; 3/20/14	N/A; 3/27/14	N/A; 4/3/14
<b>Selected attending organizations</b>	<ul style="list-style-type: none"> <li>• Boys and Girls Club</li> </ul>	<ul style="list-style-type: none"> <li>• Hilltop Children's Center</li> </ul>	<ul style="list-style-type: none"> <li>• Mayor's Office</li> <li>• Sign In list not available</li> </ul>	<ul style="list-style-type: none"> <li>• Pike Market Child Care</li> </ul>	<ul style="list-style-type: none"> <li>• No sign-in</li> <li>• Open meeting</li> </ul>	<ul style="list-style-type: none"> <li>• No sign-in</li> <li>• Open meeting</li> </ul>	<ul style="list-style-type: none"> <li>• No sign-in</li> <li>• Open meeting</li> </ul>	<ul style="list-style-type: none"> <li>• No sign-in</li> <li>• Open meeting</li> </ul>

### ATTACHMENT C. STAKEHOLDER AND EXPERT CONSULTATIONS

Name and Affiliation	Date	Interviewer(s)	Consultation Objective
<b>Sonja Griffin</b> City of Seattle Office for Education	2/6/14	John Bancroft	Overview of Step Ahead and other City programs
<b>Anne Mitchell</b> Alliance for Early Childhood Finance	2/10/14	Emmy McConnell and Lisa Sturdivant	Financial model input Review of draft Action Plan
<b>Joellen Monson</b> Childhaven	2/12/14	Natasha Fedo	EL provider - experts in care of abused or neglected children
<b>Heather Moss and Juliet Morrison</b> Washington Department of Early Learning	2/13/14	John Bancroft and Tracey Yee	PFA stakeholder Review of draft Action Plan
<b>Cashel Toner</b> Seattle Public Schools	2/13/14	Natasha Fedo, Allegra Calder, John Bancroft	Overview of SPS preschool programs Review of draft Action Plan
<b>Deeann Puffert and Marty Jacobs</b> Child Care Resources	2/14/14	John Bancroft	PFA stakeholder
<b>Danielle Ewen</b> DC Public Schools	2/19/14	John Bancroft	Delivery models
<b>Dr. Jason Sachs</b> Early Learning Department, Boston Public Schools	2/19/14	John Bancroft	Delivery models
<b>Carla Bryant</b> San Francisco Public Schools	2/21/14	John Bancroft	Delivery models Review of draft Action Plan
<b>Dr. Miriam Calderon</b> BUILD Initiative, formerly DC Public Schools	2/23/14	John Bancroft	Expert on school readiness, dual language learners, and assessment; Review of draft Action Plan
<b>Erica Watson and Linda Garcia</b> Seed of Life	3/5/14	Emmy McConnell	EL providers - financial model input
<b>Juliana Procter</b> Family Home Provider	3/7/14	Emmy McConnell	EL providers - financial model input
<b>Dr. Susan Sandall and Dr. Ilene Schwartz</b> University of Washington School of Education; Hering Center – formerly known as the Experimental Education Unit	3/7/14	John Bancroft	EL providers
<b>Janice Deguchi</b> Denise Louie Education Center	3/10/14	Emmy McConnell	EL provider - financial model input

RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
OUTREACH SUMMARY REPORT: PHASE 2

Name and Affiliation	Date	Interviewer(s)	Consultation Objective
<b>Steve Hurd</b> Neighborhood House	3/10/14	Emmy McConnell	EL provider - financial model input
<b>Liddy Wendell</b> Hilltop Children's Center	3/11/14	Emmy McConnell	EL provider - financial model input
<b>Jennifer Squires</b> Whittier Kids Preschool	3/11/14	Emmy McConnell	EL provider - financial model input
<b>Lori Chisholm</b> Seattle Parks Preschool and Summer Camp	3/12/14	Emmy McConnell	EL providers - financial model input
<b>Gene Gousie</b> Head Start Operations Director, Puget Sound Educational Service District (PESD)	3/13/14	Lisa Sturdivant	Financial model input - transportation
<b>Diana Bender</b> Consultant (previously Sound Child Care Solutions)	3/14/14	Emmy McConnell	Expert on Seattle early childhood services landscape
<b>Dr. Gail Joseph</b> University of Washington College of Education	3/18/14	Natasha Fedo, Tracey Yee, John Bancroft	Expert on curricula, professional development, and coaching Review of draft Action Plan
<b>Dr. Gene Garcia</b> Arizona State University, Mary Lou Fulton Teachers College		No interview – plan reviewer	Expert on cultural issues and dual language learners Review of draft Action Plan
<b>Dr. Christina Weiland</b> University of Michigan School of Education		No interview – plan reviewer	Expert on evaluation and Boston UPK Review of draft Action Plan
<b>Dr. Hiro Yoshikawa</b> New York University, Steinhardt School of Culture, Education, and Human Development		No interview – plan reviewer	Expert on early childhood development policy Review of draft Action Plan
<b>Dr. Johnnie McKinley</b>		No interview – plan reviewer	Expert on cultural issues Review of draft Action Plan
<b>Dr. Debra Sullivan</b>		No interview – plan reviewer	Expert on cultural issues and dual language learners Review of draft Action Plan

# EXHIBIT C



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# Early Care and Education in America: Why Pre-K for All is Sound Economic Policy

June 17, 2013  
Seattle, Washington



Steve Barnett, PhD

**RUTGERS**

Graduate School of Education



## **What do we know about Pre-K impacts over time?**

- First 5 years are a time of rapid brain development and early experience has effects with life-long consequences
- Pre-K produces short- and long-term positive impacts
- These gains are not uniform but vary in important ways
- Schools largely build on abilities of students at entry, but can erase modest initial differences

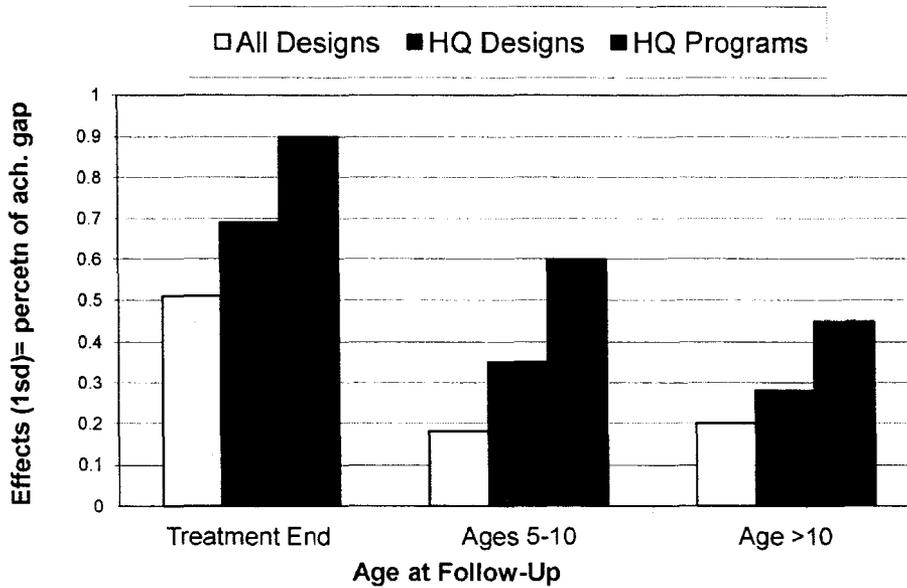


## American Schools Have Been Getting Better for Decades

- NAEP scores are up
  - Math 1990 to 2011
    - 4 grade math up 29 points for W & H, 36 points for Black students
    - 8<sup>th</sup> grade math up 23-35 points for all groups, most for Black students
  - Reading 1992 to 2011
    - 4<sup>th</sup> grade reading up 7 -13 points (Black students most)
    - 8<sup>th</sup> grade reading up 7 -12 points (Blacks students most)
- But, this does not mean we don't need to improve and close gaps



# Preschool programs 0-5 in the US: Impacts in 123 studies since 1960





## **What determines cognitive gains?**

<b>Time of Follow-Up</b>	<b>Negative</b>
<b>Research Design Quality</b>	<b>Positive</b>
<b>Intentional Teaching</b>	<b>Positive</b>
<b>Individualization</b> (small groups and 1 on 1)	<b>Positive</b>
<b>Comprehensive Services</b>	<b>Negative</b>

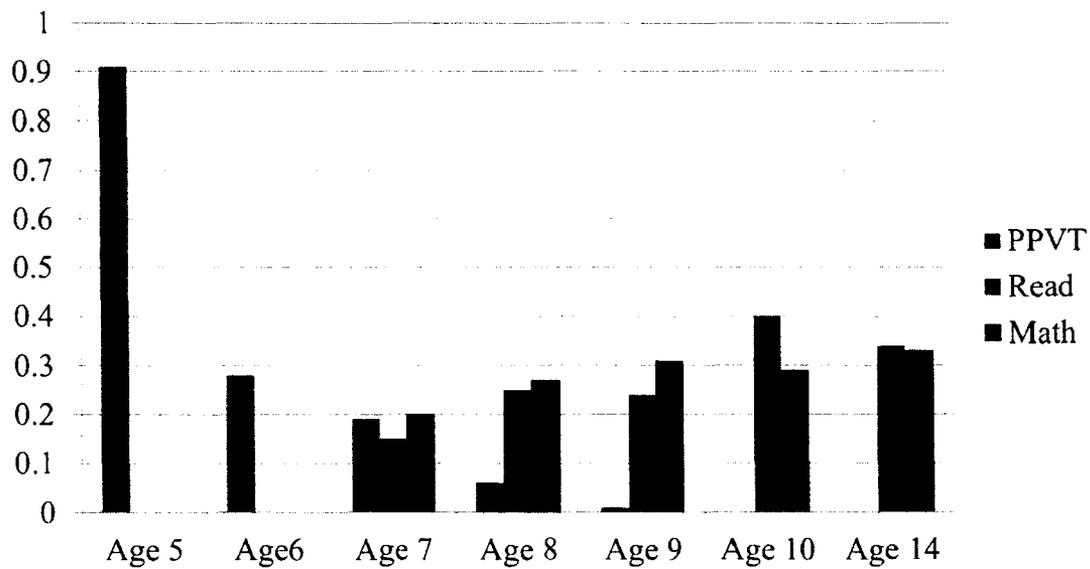
n= 123 Studies



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## Cognitive Effects Matter and Do Not *All* Fade Out Over Time





## Potential Gains from Pre-K Investments

### *Educational Success and Economic Productivity*

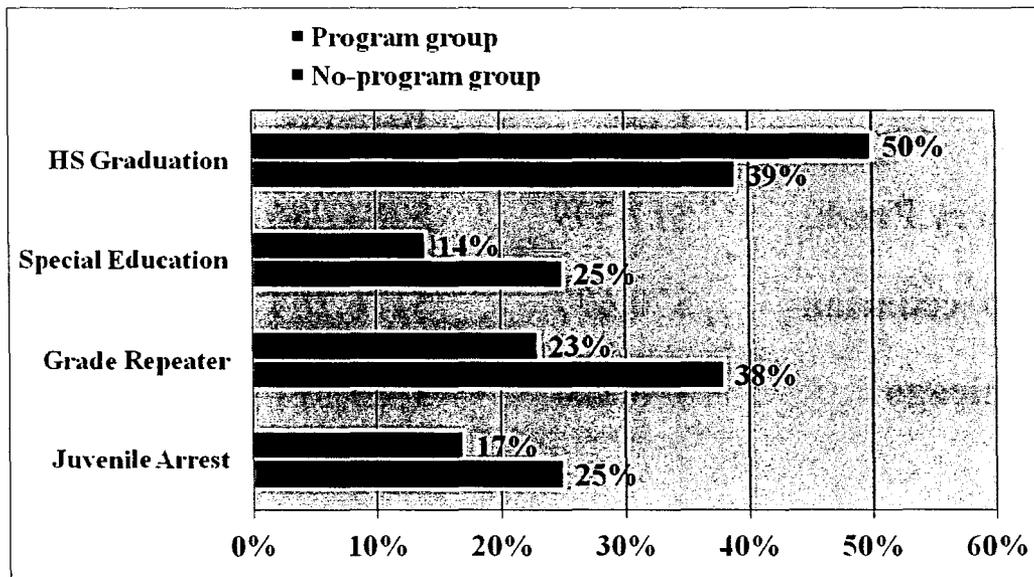
- Achievement test scores
- Special education and grade repetition
- High school graduation
- Behavior problems, delinquency, and crime
- Employment, earnings, and welfare dependency
- Smoking, drug use, depression

### *Decreased Costs to Government*

- Schooling costs
- Social services costs
- Crime costs
- Health care costs (teen pregnancy and smoking)



# Chicago CPC: Academic and Social Benefits at School Exit



Temple, J. A., & Reynolds, A. J. (2007). Benefits and costs of investments in preschool education: Evidence from the Child-Parent Centers and related programs. *Economics of Education Review*, 26(1), 126-144

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# Economic Returns to Pre-K for Disadvantaged Children

(In 2006 dollars, 3% discount rate)

	Cost	Benefits	B/C
▪ Perry Pre-K	\$17,599	\$284,086	16
▪ Abecedarian	\$70,697	\$176,284	2.5
▪ Chicago	\$ 8,224	\$ 83,511	10

Barnett, W. S., & Masse, L. N. (2007). Early childhood program design and economic returns: Comparative benefit-cost analysis of the Abecedarian program and policy implications. *Economics of Education Review*, 26, 113-125; Belfield, C., Nores, M., Barnett, W.S., & Schweinhart, L.J. (2006). The High/Scope Perry Preschool Program. *Journal of Human Resources*, 41(1), 162-190; Temple, J. A., & Reynolds, A. J. (2007). Benefits and costs of investments in preschool education: Evidence from the Child-Parent Centers and related programs. *Economics of Education Review*, 26(1), 126-144.



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## Results Depend on Quality

Large scale public programs sometimes fail to deliver the promised results and not just Head Start

These large scale public programs have not been designed to duplicate the models successful in research, but to be cheaper

Proper design, high standards, adequate funding, are a start but more is required to be “good”

Few children have access to good pre-K



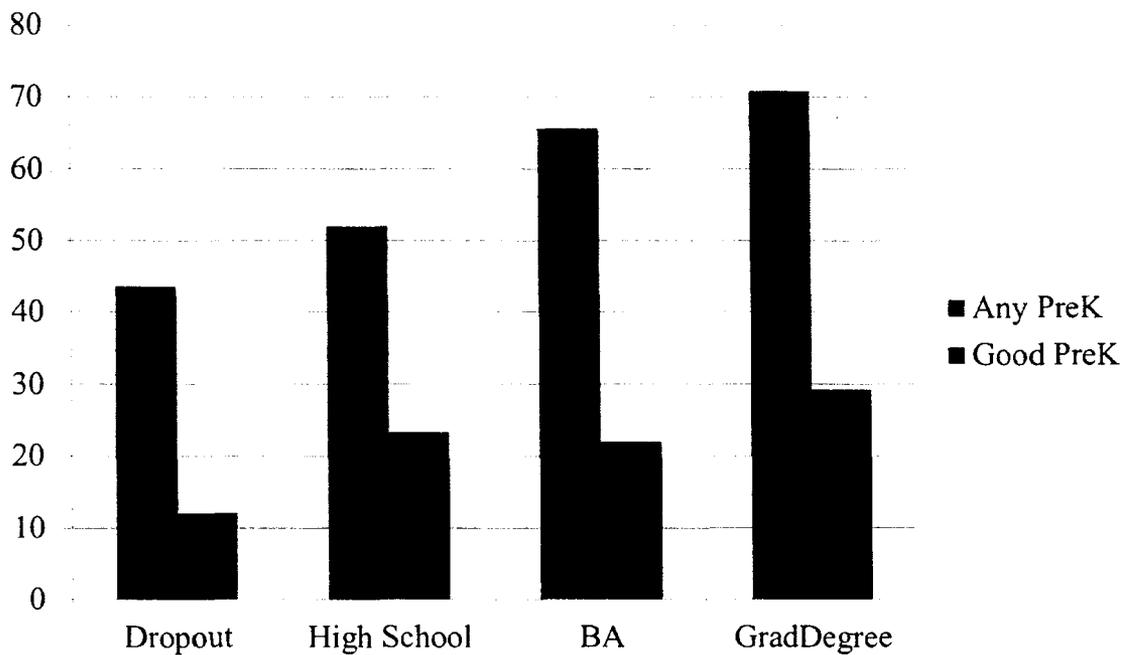
## Initial Effects of 1 Year at Age 4: NJ and Other Programs

	<u>CPC</u>	<u>Tulsa</u>	<u>NJ</u>	<u>8 St</u>	<u>Head St</u>
<b>PPVT</b>	NA	NA	.28	.26	.13
<b>Math</b>	.33	.36	.36	.32	.18
<b>Literacy</b>	NA	.99	.56	.80	.34

Effects in standard deviations. Head Start adjusted for crossovers in randomized trial.

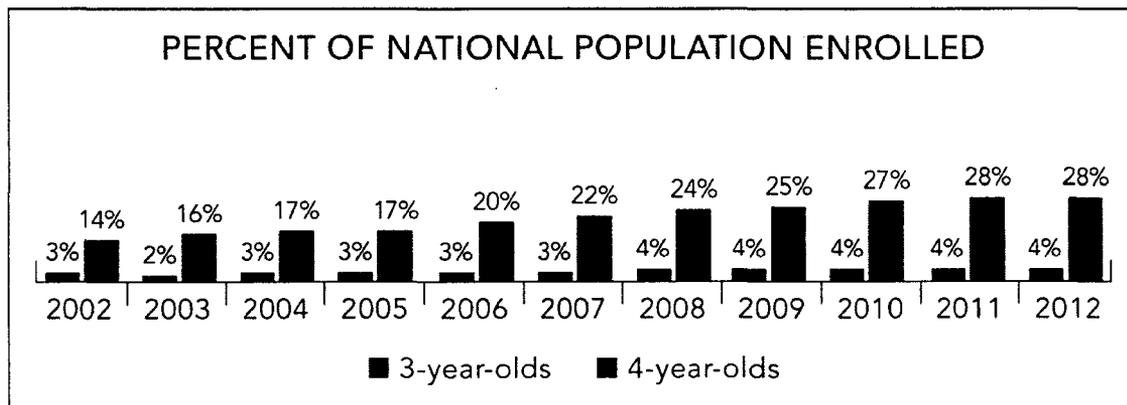


## Good Preschool is the Exception Regardless of Parental Education (ECLS-B)





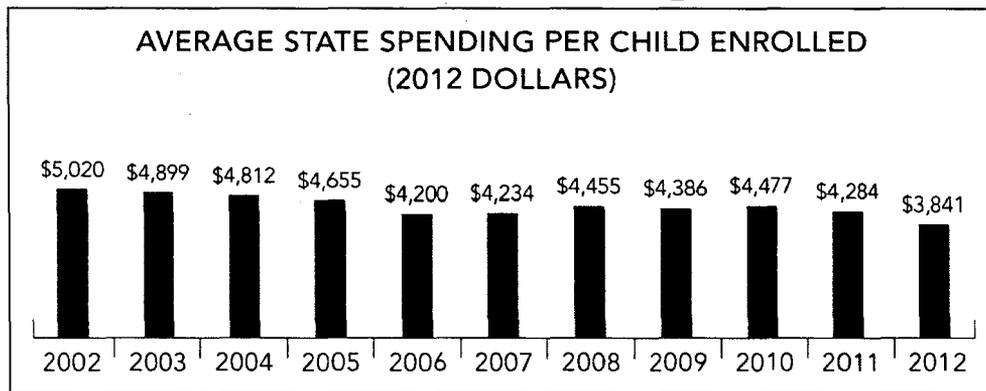
## State Pre-K Enrollment Pause



- Enrollment growth stopped well short of the goal
- 23 states enrollment declined or remained unchanged
- 17 states increased enrollment



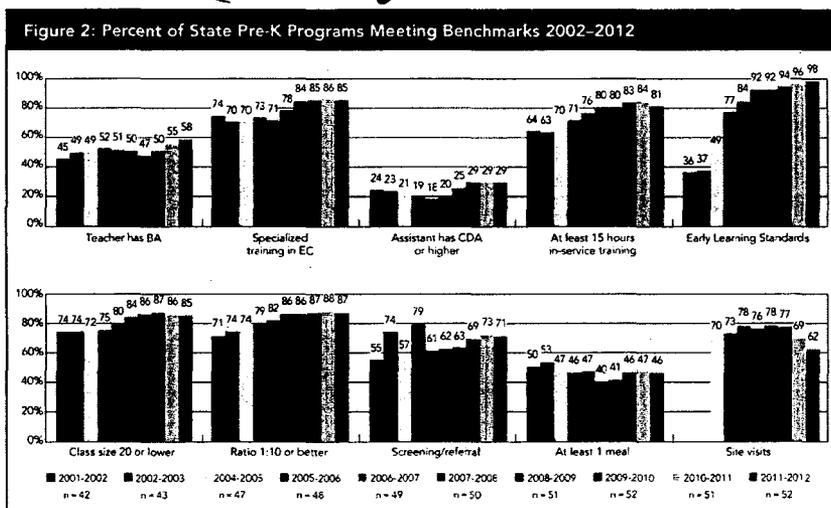
# State Pre-K Funding Decline



- Total pre-K funding by states fell \$548 million (adjusted for inflation)
- State funding per child fell \$442 to just \$3,841
- Funding per child is now \$1,000 below its level a decade ago
- State funding per child declined in 27 of 40 states with programs
- In 13 states per-child spending fell by 10 percent or more



# Quality Standards



- 4 states met all 10 benchmarks
- 7 states lost ground on 9 benchmarks, 5 for site visits
- 42 percent of children in programs that met fewer than 5



## Results of Universal Pre-K in the US

- Rhode Island Randomized Trial
  - Positive gains for all, larger gains for low income children
- Boston RDD
  - Gains in language, literacy, math, executive function
- Oklahoma (multiple studies)
  - Gains for all, larger gains for the lowest income children
  - Grade 3 gains on attention and academic achievement, BUT caution because comparison group is not comparable long term
- Also Georgia, West Virginia, New Jersey have studies
  - GA and NJ, long-term positive effects
  - BCA in GA, earnings gains alone may exceed cost



## **Effects of Pre-K for All Globally**

**OECD test scores higher and more equal as  
access approaches 100%**

**France: Ecole Maternelle increased income**

**Norway: universal child care increased earnings  
and employment**

**Arg. Uru. and UK: universal pre-K raised long-  
term achievement**

**Denmark, Quebec: universal child care null or  
negative effects on children--quality matters**



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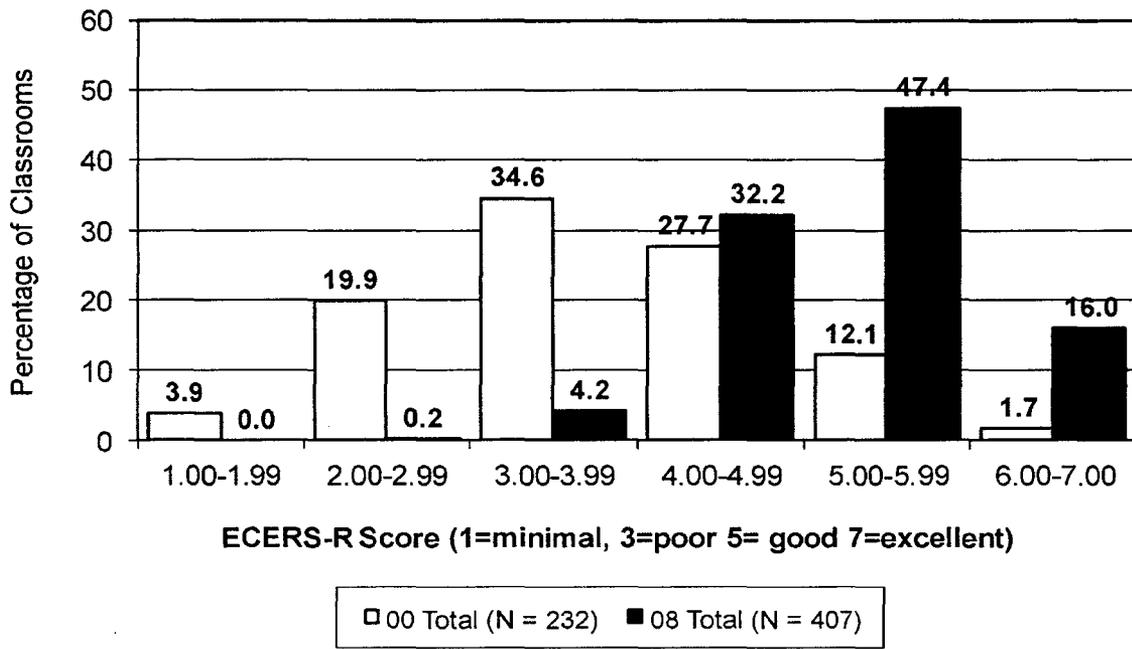
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## **NJ's Urban ECE Transformation**

- Teacher with BA & Cert. + asst. in each class;
- Full-day (6 hour educational day), 180-day program, plus extended day/full year;
- Access to all 3 and 4 yr. olds in 31 school systems
- Maximum class size of 15 students;
- Evidence-based curricula;
- Early learning standards and program guidelines;
- Support for potential learning difficulties;
- Professional development for key staff;
- Part of systemic reform P-12

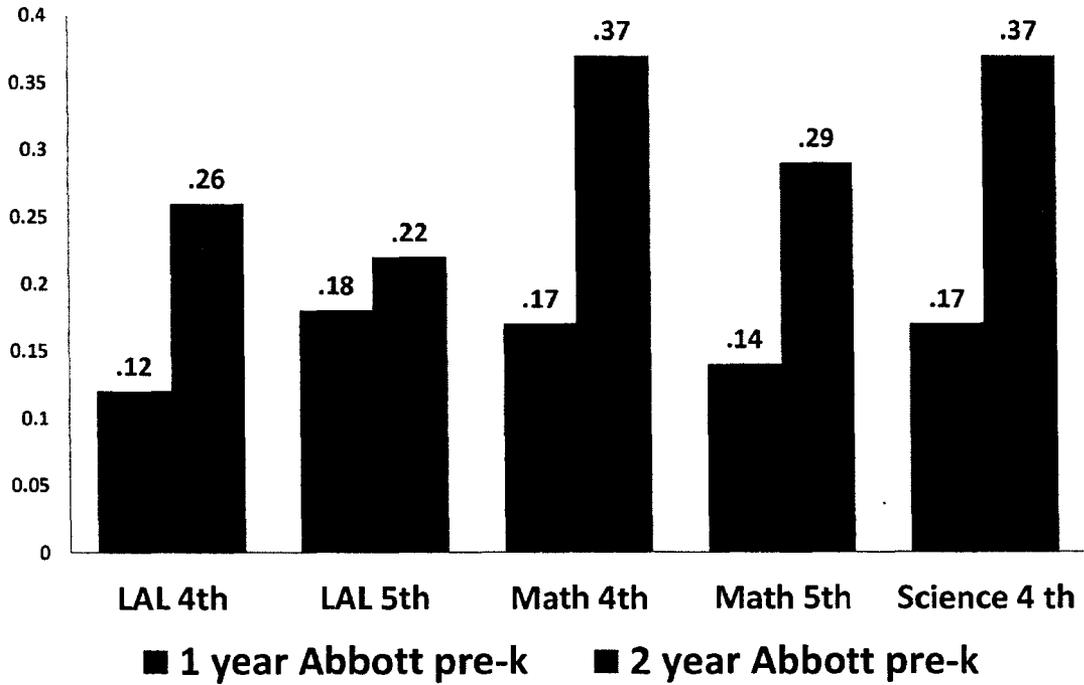


## NJ Raised Quality in Public and Private





### Abbott Pre-K Effects on NJASK by Years of Participation

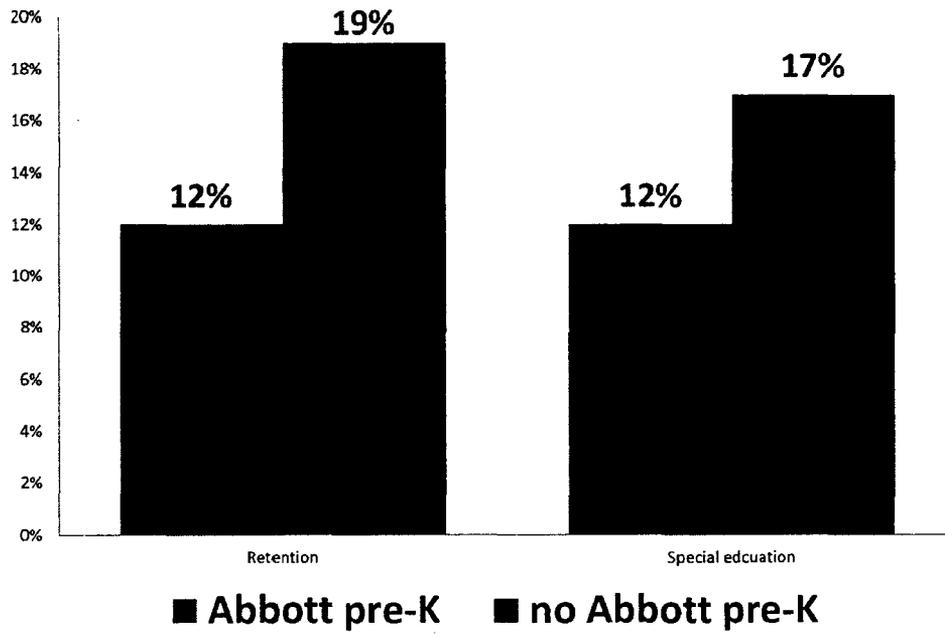




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## Abbott Pre-K Effects on Retention and Special Education





# Continuous Improvement Cycle

First Develop Standards

Measure and Assess Progress

Analyze and Plan

Implement -  
Professional  
Development and  
Technical  
Assistance



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## Why Offer *Universal* High-Quality Public Pre-K?

- All children gain from high quality pre-K
- Targeting is ineffective and inefficient
- Disadvantaged children benefit more
  - Higher coverage
  - Peer effects
  - Scale effects
- Pre-K for all has a larger net benefit
- Can't afford to leave the middle class behind



## Conclusions

- Overall, pre-k produces long-term gains in cognitive and other domains
- Substantive persistent gains require large initial effects
- Stronger public programs do have long-term gains
- Few preschool programs are strong enough
- Universal programs produce gains for all children and stronger gains for disadvantaged children
- High standards, adequate funding, and continuous improvement system needed to produce results

# EXHIBIT D

# **New Research on the Benefits of Universal Preschool**

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**Hirokazu Yoshikawa**

New York University, Steinhardt School of Culture, Education and  
Human Development

**Christina Weiland**

University of Michigan, School of Education

Seattle City Council, February 3, 2013

# Today's agenda

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- We review the most rigorous evidence on preschool evidence in two parts:
  - 1) The current, full evidence base for universal preschool
  - 2) Information on the highly successful Boston Public Schools preschool program – program history, features, and impacts
- Goals: Inform Seattle's Preschool for All Plan in its current phase of development and spark further conversation

## **Part 1**

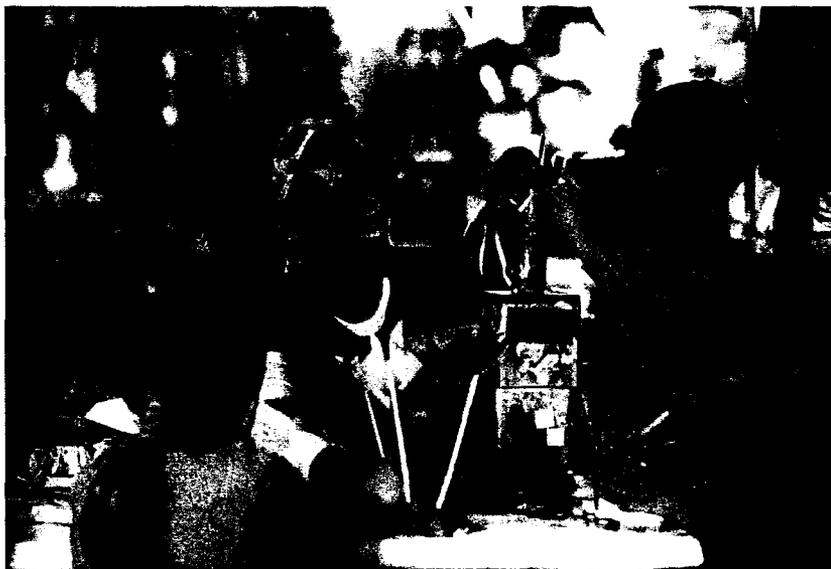
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# ***Investing in Our Future: The Evidence Base on Preschool Education***

**Hirokazu Yoshikawa, Christina Weiland, Jeanne  
Brooks-Gunn, Margaret Burchinal, William  
Gormley, Jens Ludwig, Katherine Magnuson,  
Deborah Phillips, and Martha Zaslow  
Society for Research in Child Development;  
Foundation for Child Development**

# Investing in Our Future: The Evidence Base on Preschool Education

Hirokazu Yoshikawa, Christina Weiland, Jeanne Brooks-Gunn, Margaret R. Burchinal, Linda M. Espinosa,  
William T. Gormley, Jens Ludwig, Katherine A. Magnuson, Deborah Phillips, Martha J. Zaslow



OCTOBER 2013



Society for Research in Child Development

FOUNDATION FOR CHILD DEVELOPMENT

4

# Key Issues Raised by Universal Preschool Proposals

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- Is preschool at scale worth the investment? Is this the case when the evidence goes beyond tightly controlled demonstration?
- What are specific dimensions of quality that make a difference for children’s outcomes?
- Can quality preschool be implemented at scale?
- Does preschool benefit children above as well as below the poverty line?
- What about other subgroups, such as children who are dual language learners and children with special needs?
- Is a second year of preschool beneficial?
- What family support services make a difference in preschool?

## Current Research Brief

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- Aims to address these and other questions with synthesis of the evidence base for preschool education
- Emphasis on recent research
- Guidelines for inclusion of evaluation research meeting criteria for rigor

# Does Recent as well as Earlier Evidence Support Investment in Preschool?

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- **Quality preschool education is a profitable investment** (Barnett; Bartik; Gormley; Heckman; Karoly)
  - **Older demonstration programs:**
    - Perry Preschool Chicago Parent-Child Centers (benefit-cost ratios of 7 to 1 or higher)
    - Abecedarian (longer 0-5 program): 2.5
  - **More recent evidence from at-scale public preschool:**
    - Benefit-cost ratio of Tulsa prekindergarten program: between 3 and 5 to 1; including robust ratio for non-poor children

## Can At Scale Preschool Work When It's Universal?

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- Average impact of 1 year of preschool at end of the 4 year old year: one third of a year of additional learning beyond comparison groups (meta-analysis of 84 studies)
- At-scale, high quality universal public preschool programs can have substantial impacts on children's early learning (language, literacy and math skills):
  - Tulsa and Boston each produced between half a year and full year of additional learning beyond comparison groups (most of whom were in other centers / preschools)

## Which Features of Quality Are Important?

---

- Structural Quality (group size; adult-child ratio; teacher qualifications)
- Process Quality (quality of teacher-child interaction, including emotional support as well as classroom practices to support engagement and learning)
- Structural quality features help to create conditions for positive process quality, but do not ensure that it will occur.

# **Does Quality Matter for Children?**

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- Children make larger gains when quality is higher
  - Warm, responsive teacher-child interactions
  - Teachers encouraging children to speak – “serve and return” conversation
  - Opportunities to engage with varied materials
  - High quality interactions and activities to foster learning
- But average quality is in the middle range for both state and locally sponsored preK and Head Start; small minority of programs truly poor; only small minority of programs of excellent quality
- Instructional quality is particularly low

# What are Effective Approaches to High Quality?

---

- Most promising recent evidence: Combination of
  - 1) Developmentally focused instruction / curricula (focused on particular set of skills – e.g., language / literacy; math; socio-emotional skills)
  - 2) Intensive on-site or video-based professional development (mentoring / coaching ; often with frequency of 2X a month or more)
  - 3) Regular monitoring of child progress that is not high stakes, but to inform teachers' practice – adjust content and approach based on how individual children are doing
- Strong set of recent examples, including some at scale, for language / literacy; math; socio-emotional
- Some combinations (e.g., language + socio-emotional; language + math)

## What Does the Evidence Say About Comprehensive Services?

---

- Evidence supports focus on:
  - **Health** (Evidence from Head Start evaluations suggests importance of focus on immunizations; comprehensive screening; regular medical home; dental services)
  - **Parenting education** – (Meta analysis indicates that parenting education can double impact on cognitive skills, but only if provided with opportunities for practice, modeling and feedback on interactions with children; parenting classes that simply provide information make no difference)

## Is an Additional Year of Preschool Beneficial?

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- Second year (e.g., at age 3 in addition to at age 4):
  - Larger total gains, but added impact of additional year usually smaller than gains from 1 year
  - However not clear the extent to which this pattern reflects combined classrooms with 3- and 4-year-olds, and 3-year-olds experiencing same learning activities or curriculum if they have a second year

## What is the Pattern of Short- vs. Long-Term Effects?

---

- In follow-up evaluations, test scores converge between children who received preschool and those who did not
- Limited follow-up data thus far in studies of public preK: Sustained impacts of Tulsa through 3<sup>rd</sup> grade for math among boys
- Even when there is convergence on test scores, there is evidence of long-term effects on important early adult outcomes in both demonstration programs and programs at scale (Head Start --Deming and Currie; Perry Preschool; Abecedarian)

## Are There Positive Effects for Different Subgroups?

---

- **Socioeconomic Status:**
  - High-quality preschool benefits both low- and middle-income children, with substantial effects on both groups, but greater impact on children living in or near poverty (Tulsa; Boston)
- **Race/ethnicity:**
  - No clear pattern of differences. Children of all racial/ethnic groups can benefit

## **Are There Positive Effects for Different Subgroups?**

---

- **Dual Language Learners and Children of Immigrants**
  - Positive impacts on language and math outcomes as strong or stronger for dual language learners and children of immigrants
  - Stronger for Tulsa, Boston
- **Children with Special Needs**
  - Benefits for this group, though few studies

## Part 2

---

# Impacts and Features of the Boston Public Schools Preschool program



## Why look to Boston?

---

- Model matches the “strongest hope” for improving instruction quality in preschool (Yoshikawa et al., 2013)
- Some of the strongest impacts on children to date (Weiland & Yoshikawa, 2013)
- Like Seattle, implemented across an entire city

# Boston Preschool History

---

**2005**

UPK start;  
Department  
of Early  
Childhood  
established

***Structural quality investments***

- Teachers paid on the same scale as K-12 teachers
- Teachers subject to same educational requirements as K-12 teachers  
(including masters degree within 5 years)
- Not means-tested; open to any child in the city, regardless of family income
- 1:11 teacher-student ratio

# Boston Preschool History

---

*"Boston preschools falling far short of goals...  
hobbled by mediocre instruction" –  
Boston Globe, 2007*

**2005**

UPK start;  
Department  
of Early  
Childhood  
established

**2006**

Quality mediocre;  
district begins  
investing in quality  
(Sachs & Weiland,  
2012).

## ***Process quality investments***

- Proven language, literacy, and mathematics curricula
- Paired with training on the curriculum (6 days math; 7 days language and literacy) and weekly to bi-weekly in-classroom coaching by an expert coach
- Classroom quality observed and evaluated by outside researchers bi-annually. Data are non-punitive. Fed back to teachers to improve their practice and used for district-wide planning.

20

# Boston Preschool History

---



## ***Process quality investments***

- Proven language, literacy, and mathematics curricula
- Paired with training on the curriculum (6 days math; 7 days language and literacy) and weekly to bi-weekly in-classroom coaching by an expert coach
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# Boston Preschool History

---

**2005**

UPK start;  
Department  
of Early  
Childhood  
established

**2006**

Quality mediocre;  
district begins  
investing in quality  
(Sachs & Weiland,  
2012).

**2009-2010**

Impressive  
instructional  
quality and child  
impacts (Weiland,  
Ulvestad, Sachs, &  
Yoshikawa, 2013; Weiland  
& Yoshikawa, 2013)

**2013-2015**

Pilot  
expansion  
effort (Weiland,  
Yudron & Sachs,  
2013)

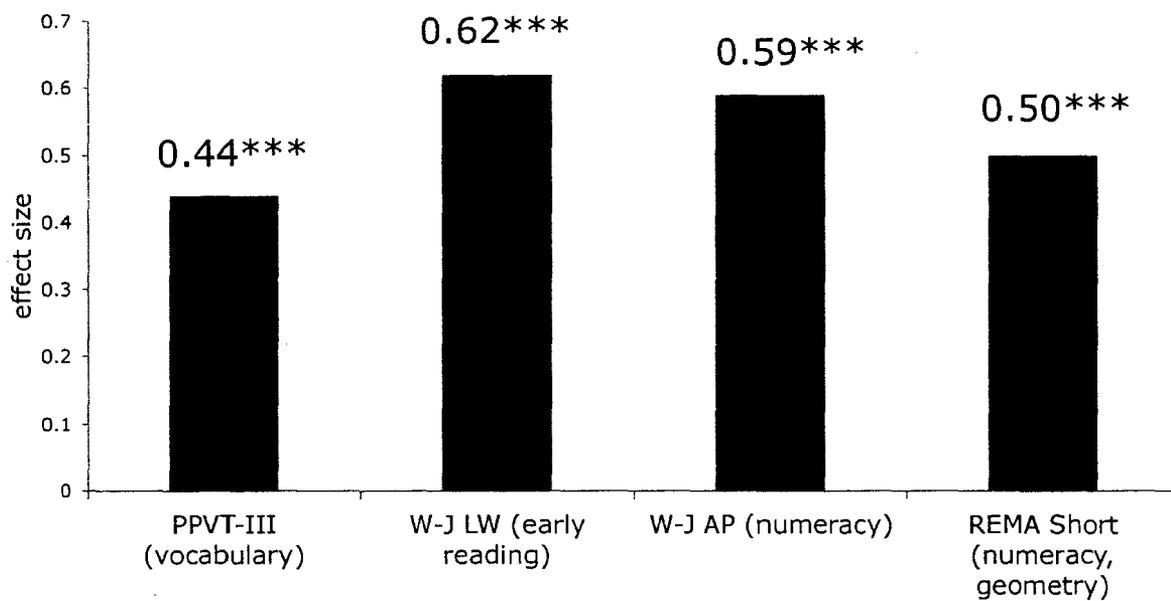
## Study details

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- Rigorous design
- 2,018 children included
- 85% of district schools and 70% of students in those schools
- Diverse student population
  - 11% Asian, 27% Black, 41% Hispanic, 3% Other, 18% White
  - Home language: 50% English, 27% Spanish, 22% Other
  - 69% receive free/reduced lunch, 9% students with disabilities

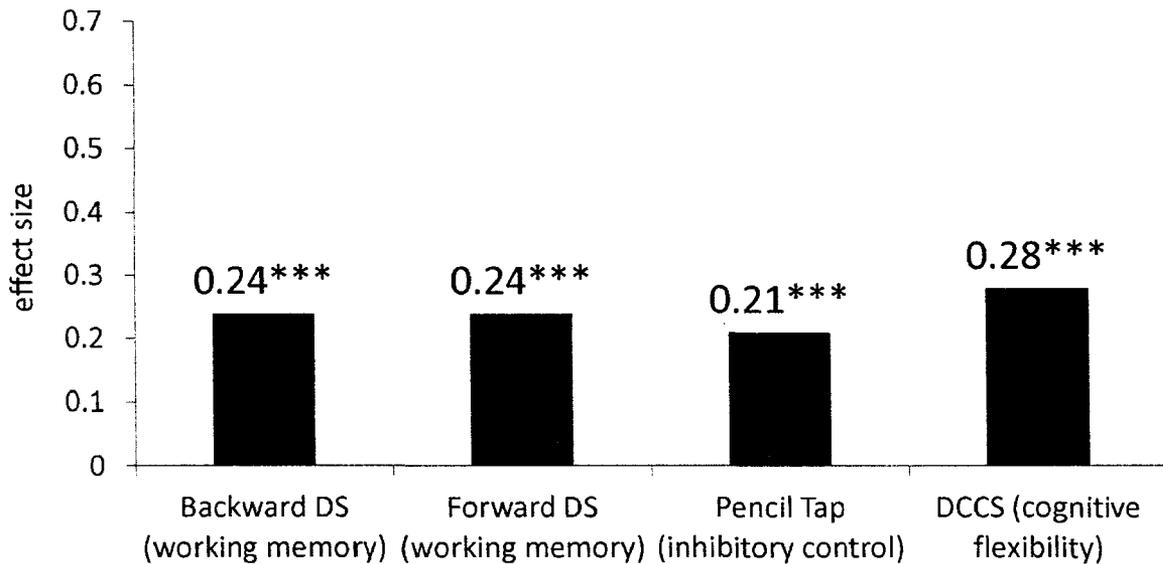
## Results: Largest effects on language and math of public preK studies to date in the US

(Weiland & Yoshikawa, 2013)



## Results: Positive “Spillover” Effects on All Three Dimensions of Executive Function Skills

(Weiland & Yoshikawa, 2013)



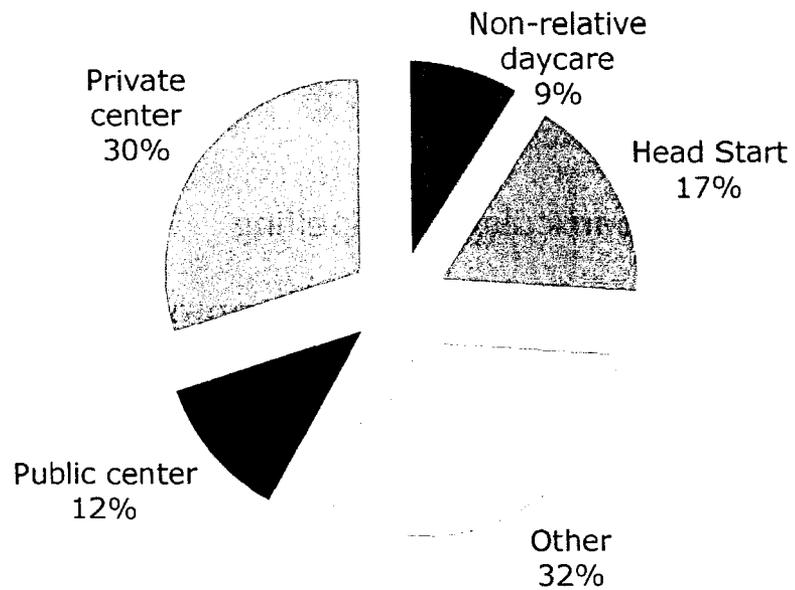
## Results: Subgroups

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- Subgroups: All children benefitted, but impacts particularly impressive and larger for children from lower-income families and Latino children.
  - Closed the school readiness gap among poor and non-poor children in mathematics
  - Eliminated the school readiness gap between Latino and White children in early reading and mathematics
  - Narrowed school readiness gaps between White and Asians and between White and Black students.

## Results: Impacts achieved even though majority of control group children attended other preschool programs

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# Implications of Boston

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- Adds to evidence base for publicly funded Pre-K
- High-quality coaching system can be implemented to support two curricula
- Math results particularly compelling
- Some evidence of larger effects for some subgroups (particularly Latino students), but benefits largely accruing to everyone
- Contributes to discussion around how to maintain instructional quality at scale

## **Conclusion: Lessons for Seattle**

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- Importance of intensive professional development with frequent in-classroom coaching / mentoring
- Evidence-based curricula that coaches / mentors support
- Consider curricular sequence of what 3 and 4 year olds experience in the classroom
- Outreach to groups least likely to enroll (children from immigrant families, e.g.)
- Critical role of rigorous evaluation

# Acknowledgements

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- **BOSTON:**

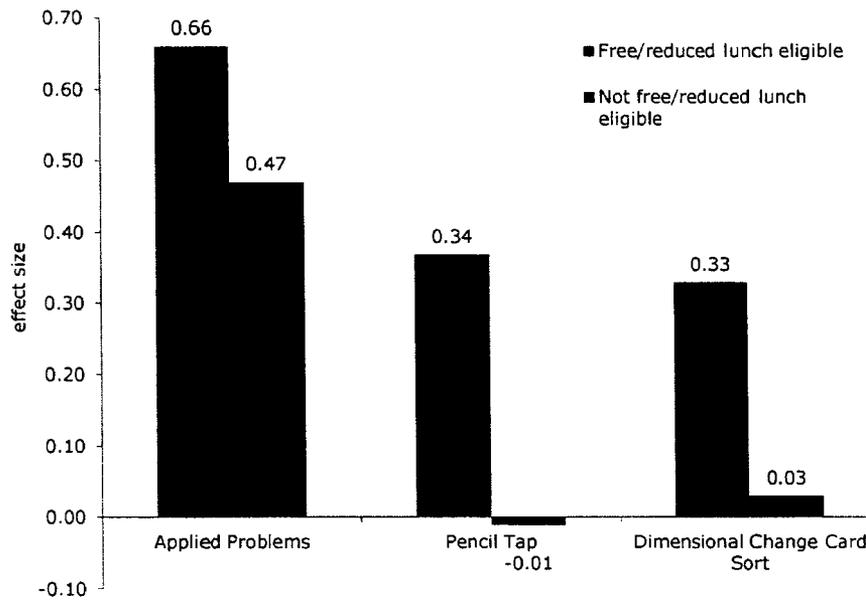
- BPS: Participating families, teachers, principals, early childhood coaches, Jason Sachs and the BPS Department of Early Childhood, the BPS Office of Research, Assessment and Evaluation.
- Carolyn Layzer and Abt Associates
- Co-PI's: Nonie Lesaux, Richard Murnane, and John Willett
- Our research assistants: Kjersti Ulvestad, Carla Schultz, Michael Hurwitz, Julia Hayden, Hadas Eidelman, Kam Sripada, Ellen Fink, Julia Foodman, Deni Peri, Caitlin Over, and John Goodson
- Our grant officer and funder: Caroline Ebanks at the Institute of Education Sciences

- **INVESTING IN OUR FUTURE REPORT:**

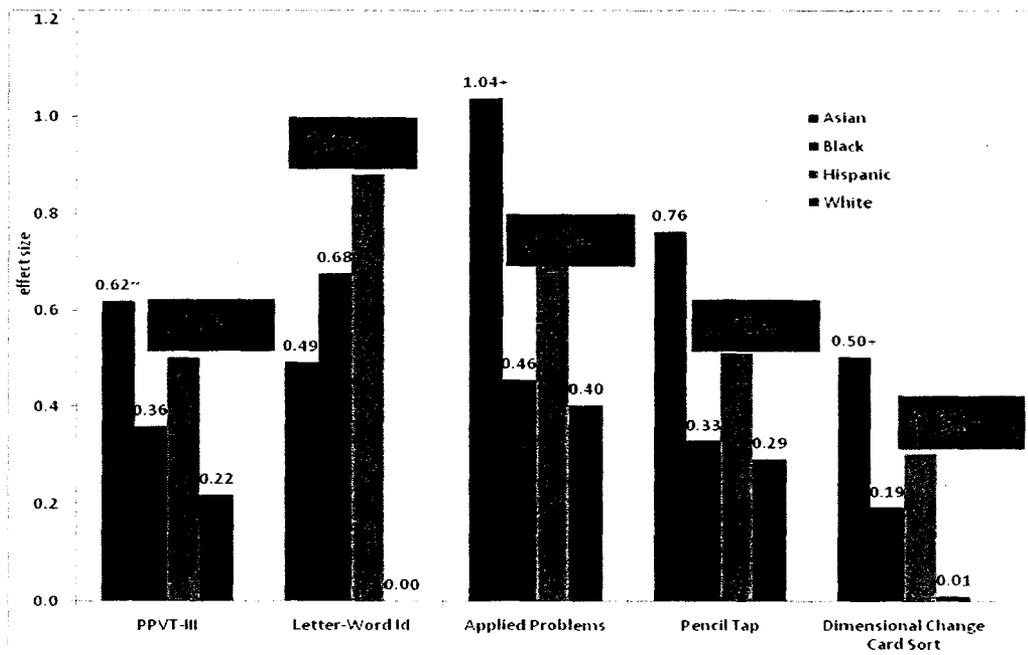
- Thanks to reviewers: J. Lawrence Aber, Karen Bierman, Mary Catherine Arbour, Maia Connors, Greg Duncan, Philip Fisher, Ruth Friedman, Eugene Garcia, Ron Haskins, Jacqueline Jones, Laura Justice, Nonie Lesaux, Joan Lombardi, Pamela Morris, Adele Robinson, Jack Shonkoff, Catherine Tamis-LeMonda, Elizabeth Votruba-Drzal, and Jane Waldfogel

## Appendix: Free/reduced lunch subgroup effects

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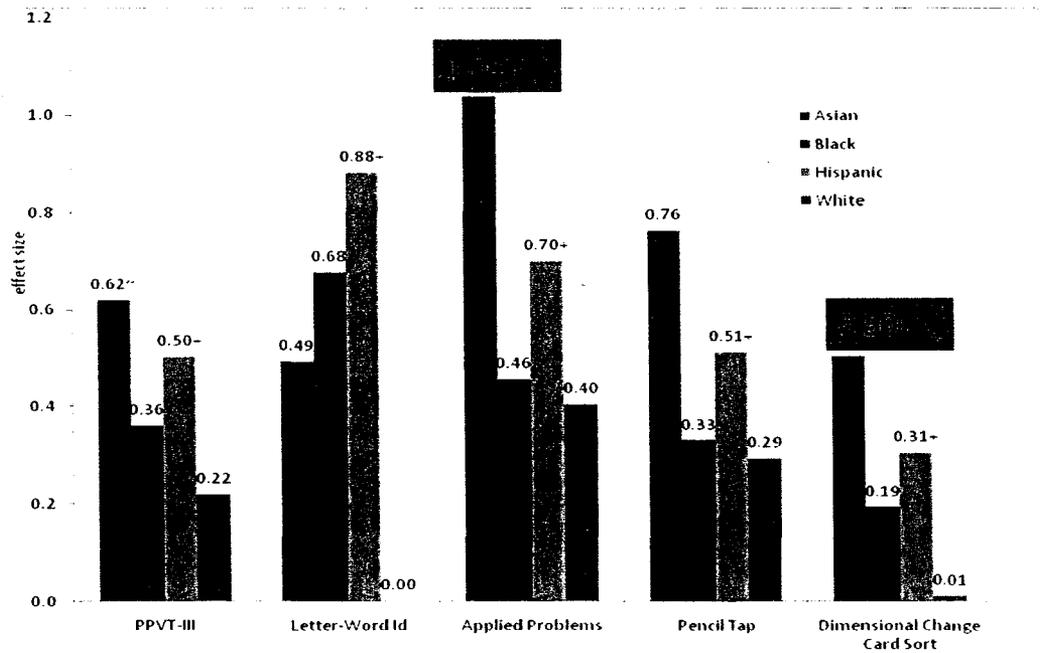
## Appendix: Race/ethnicity subgroup effects



+ robust to bandwidth and functional form

~ not robust to bandwidth and/or functional form

## Appendix: Race/ethnicity subgroup effects



+ robust to bandwidth and functional form

~ not robust to bandwidth and/or functional form

HONORABLE HELEN HALPERT

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IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
IN AND FOR THE COUNTY OF KING

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110,

No. 14-2-08551-6  
14-2-21111-2  
14-2-21112-1

And

SECOND DECLARATION OF  
GARY SMITH

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE PROPOSITION NO.  
1B (ORDINANCE 124509),

And

YES FOR EARLY SUCCESS, a non-  
profit corporation, LAURA CHANDLER,  
and BARBARA FLYE,

Plaintiffs,

v.

CITY OF SEATTLE and KING  
COUNTY,

Defendants.

I, Gary Smith, declare as follows:

1. I am an Assistant City Attorney in the Seattle City Attorney's Office. I am over  
18 years of age and make this declaration based on my personal knowledge.

SECOND DECLARATION OF GARY SMITH - 1

PACIFICA LAW GROUP LLP  
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TELEPHONE: (206) 245-1700  
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2. In my capacity as Assistant City Attorney, I act as the Open Public Meetings Act Legal Monitor related to executive sessions conducted by the City Council. In that capacity, I advise the City Council regarding justifications for executive sessions, and the appropriate parameters that apply to discussions during City Council executive sessions.

3. The City Council, through Councilmember Burgess, requested an executive session for the purpose of receiving legal counsel's analysis of I-107's requirements and the Initiative's legal impact vis-à-vis the City's Preschool Plan, including a legal analysis of potential conflicts between the two measures, the consequence of any such conflicts, and I-107's requirements in light of collective bargaining laws. The Seattle City Council subsequently held executive sessions with legal counsel on June 9, 2014 and June 16, 2014, to discuss these questions.

4. I attended the executive sessions on June 9, 2014 and June 16, 2014 in my role as Legal Monitor. The executive sessions consisted of legal counsel's briefing on the requested issues. No substantive policy discussion or vote of Council members took place during the executive session.

The foregoing statements are made under penalty of perjury under the laws of the State of Washington.

DATED this 17<sup>th</sup> date of August, 2014, at Seattle, Washington

  
Gary Smith

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**CERTIFICATE OF SERVICE**

I am and at all times hereinafter mentioned was a citizen of the United States, a resident of the State of Washington, over the age of 21 years, competent to be a witness in the above action, and not a party thereto; that on the 11th day of August, 2014 I caused to be served a true copy of the foregoing document to be served via email, as per agreement between the parties:

Knoll D. Lowney, WSBA #23457 X via email  
Smith & Lowney, P.L.L.C.  
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Seattle, WA 98112  
Phone: 206-860-2883  
Email: [knoll@igc.org](mailto:knoll@igc.org)  
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Email: [Gary.Smith@seattle.gov](mailto:Gary.Smith@seattle.gov)  
Email: [Marisa.Johnson@seattle.gov](mailto:Marisa.Johnson@seattle.gov)

Attorneys for Defendant/Respondent  
City of Seattle

Janine Joly X via email  
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516 Third Avenue, Room W400  
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Email: [Janine.joly@kingcounty.gov](mailto:Janine.joly@kingcounty.gov)

Attorneys for King County

SECOND DECLARATION OF GARY SMITH - 3

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I declare under penalty of perjury under the laws of the State of Washington that the foregoing is true and correct.

DATED this 11th day of August, 2014.

  
Cindy Bourne

SECOND DECLARATION OF GARY SMITH - 4

20044 00003 dh077612xf.002

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IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
FOR THE COUNTY OF KING

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110,

No. 14-2-08551-6  
No. 14-2-21111-2  
No. 14-2-21112-1

And,

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE PROPOSITION NO.  
1B (ORDINANCE 124509),

**NOTICE OF DISCRETIONARY  
REVIEW BY THE WASHINGTON  
STATE COURT OF APPEALS,  
DIVISION I**

And,

YES FOR EARLY SUCCESS, a non-profit  
corporation, LAURA CHANDLER, and  
BARBARA FLYE

Plaintiffs,

v.

CITY OF SEATTLE and KING  
COUNTY,

Defendants

Petitioners seek discretionary review by the Washington State Court of Appeals,  
Division I of the attached Order Granting Motion for Relief from Order and for Joint Ballot

NOTICE OF DISCRETIONARY REVIEW - 1  
Case No. 14-2-21112-1

SMITH & LOWNEY, P.L.L.C.  
2317 E. JOHN ST  
SEATTLE, WA 98112  
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Title and Denying Application for Correction of Election Errors and Writs, and Motion for Final Declaratory and Injunctive Relief, and Order entered on August 15, 2014.

Petitioners appeal all three of the consolidated matters: In Re. Ballot Title Appeal of City of Seattle Initiatives, 107-110, No 14-2-08551-6; In re. Ballot Title Appeal of City of Seattle Proposition No. 1B (Ordinance 124509), No. 14-2-21111-2; and Yes for Early Success, et al. v. City of Seattle and King County, No. 14-2-21112-1.

A copy of the Order and the Brief Memorandum Opinion are attached to this notice.

Plaintiffs/Petitioners are represented by:

Knoll Lowney, WSBA #23457  
Claire Tonry, WSBA #44497  
Smith & Lowney, PLLC  
2317 E. John  
Seattle, WA 98112  
Tel.: (206) 860-2883  
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knoll@igc.org  
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Respondents/Defendants, the City of Seattle, are represented by:

Paul J. Lawrence, WSBA #13557  
Gregory J. Wong, WSBA #39329  
Taki Flevaris, WSBA #42555  
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Gary T. Smith, WSBA #29718  
Seattle City Attorney's Office  
600 Fourth Avenue, 4th Floor  
Seattle, WA 98124-4769  
John.Schochet@seattle.gov  
Gary.Smith@seattle.gov

NOTICE OF DISCRETIONARY REVIEW - 2  
Case No. 14-2-21112-1

SMITH & LOWNEY, P.L.L.C.  
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Respondents/Defendants, King County, are represented by:

Janine Joly  
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DATED this 18th day of August, 2014.

SMITH & LOWNEY, PLLC.

By   
\_\_\_\_\_  
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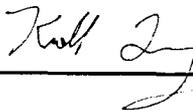
**CERTIFICATE OF SERVICE**

I hereby certify that on this 8th day of August, 2014, I caused the foregoing Notice of Discretionary Review to be filed with the Court using the King County eFiling system, and true and correct copies of the same to be sent via email and same day US First Class mail, per agreement of counsel, to:

Janine Joly  
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Marisa.Johnson@seattle.gov

  
\_\_\_\_\_

# Attachment A

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HONORABLE HELEN HALPERT

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
IN AND FOR THE COUNTY OF KING

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110,

And

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE PROPOSITION NO.  
1B (ORDINANCE 124509),

And

YES FOR EARLY SUCCESS, a non-  
profit corporation, LAURA CHANDLER,  
and BARBARA FLYE,

Plaintiffs,

v.

CITY OF SEATTLE and KING  
COUNTY,

Defendants.

No. 14-2-08551-6  
14-2-21111-2  
14-2-21112-1

ORDER GRANTING MOTION FOR  
RELIEF FROM ORDER AND FOR  
JOINT BALLOT TITLE AND  
DENYING APPLICATION FOR  
CORRECTION OF ELECTION  
ERRORS AND WRITS, AND  
MOTION FOR FINAL  
DECLARATORY AND  
INJUNCTIVE RELIEF

ORDER GRANTING RELIEF FROM PRIOR ORDER AND  
USE OF JOINT BALLOT TITLE AND DENYING  
APPLICATION FOR CORRECTION OF ELECTION  
ERRORS AND WRITS, AND MOTION FOR FINAL  
DECLARATORY AND INJUNCTIVE RELIEF - 1

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1           THIS MATTER came before the Court on Respondent/Defendant City of Seattle's  
2 Motion for Relief from Order and for Joint Ballot Title and Plaintiffs Yes for Early Success, et  
3 al.'s Application for Correction of Election Errors and Writs, and Motion for Final Declaratory  
4 and Injunctive Relief. The Court has considered the papers and pleadings filed herein, including  
5 the following:  
6

- 7           1.     The City of Seattle's Motion for Relief from Order and for Joint Ballot Title;
- 8           2.     Declaration of Gary Smith;
- 9           3.     Declaration of Erica K. Johnson;
- 10          4.     Declaration of Rebecca Johnson Arledge;
- 11          5.     Plaintiffs' Memorandum in Opposition to CR 60 Motion and In Support of  
12             Application for Correction of Election Errors and Writs, and Motion for Final  
13             Declaratory and Injunctive Relief;
- 14          6.     Affidavit of Laura Chandler;
- 15          7.     Affidavit of Claire Tonry;
- 16          8.     Affidavit of Emerald Walker;
- 17          9.     Affidavit of Matt Hogan;
- 18          10.    Affidavit of Barbara Flye;
- 19          11.    The City of Seattle's Reply in Support of its Motion for Relief from Order and for  
20             Joint Ballot Title and Opposition to Plaintiffs' Application for Correction of  
21             Election Errors and Writes, and Motion for Final Declaratory and Injunctive  
22             Relief
- 23          12.    Second Declaration of Gary Smith
- 24          13.    Plaintiffs' Reply to City of Seattle's Opposition to Petition to Appeal Ballot Title  
25             of Seattle Proposition No. 1B

ORDER GRANTING RELIEF FROM PRIOR ORDER AND  
USE OF JOINT BALLOT TITLE AND DENYING  
APPLICATION FOR CORRECTION OF ELECTION  
ERRORS AND WRITS, AND MOTION FOR FINAL  
DECLARATORY AND INJUNCTIVE RELIEF - 2

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- 5. Plaintiffs' Application for Correction of Election Errors and Writs, and Motion for Final Declaratory and Injunctive Relief is DENIED.
- 6. Plaintiffs' claims in Yes for Early Success, et al. v. City of Seattle, et al., No. 14-2-21112-1, are DISMISSED in their entirety and with prejudice.

DATED this 15 day of August, 2014.

*Signed Electronically*

\_\_\_\_\_  
The Honorable Helen Halpert  
King County Superior Court Judge

Presented by:

PACIFICA LAW GROUP LLP

By s/ Gregory J. Wong  
Paul J. Lawrence, WSBA #13557  
Gregory J. Wong, WSBA #39329  
Taki Flevaris, WSBA #42555

PETER S. HOLMES  
Seattle City Attorney

Carlton W. M. Seu, WSBA #26830  
Gary T. Smith, WSBA #29718  
John B. Schochet, WSBA # 36875  
Assistant City Attorneys  
Attorneys for Respondent/Defendant City of Seattle

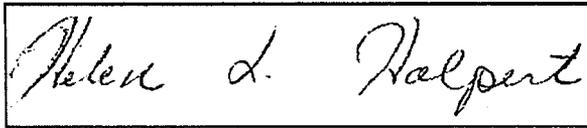
ORDER GRANTING RELIEF FROM PRIOR ORDER AND USE OF JOINT BALLOT TITLE AND DENYING APPLICATION FOR CORRECTION OF ELECTION ERRORS AND WRITS, AND MOTION FOR FINAL DECLARATORY AND INJUNCTIVE RELIEF - 4

PACIFICA LAW GROUP LLP  
1191 SECOND AVENUE  
SUITE 2100  
SEATTLE, WASHINGTON 98101  
TELEPHONE: (206) 245-1700  
FACSIMILE (206) 245-1750

King County Superior Court  
Judicial Electronic Signature Page

Case Number: 14-2-08551-6  
Case Title: IN RE BALLOT TITLE APPEAL OF CITY OF SEATTLE  
INITIATIVES 107-110  
Document Title: ORDER ON CONSOLIDATED MOTIONS

Signed by: Helen Halpert  
Date: 8/15/2014 3:01:13 PM



Judge/Commissioner: Helen Halpert

This document is signed in accordance with the provisions in GR 30.

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O=KCDJA, CN="Helen  
Halpert:NG36B3r44hG2yOw3YYhwmw=="

Page 5 of 5

# Attachment B

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON

IN AND FOR THE COUNTY OF KING

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110,

And

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE PROPOSITION  
NO. 1B (ORDINANCE 124509),

And

YES FOR EARLY SUCCESS, a non-  
profit corporation, LAURA  
CHANDLER, and BARBARA FLYE,

Plaintiffs,

v.

CITY OF SEATTLE and KING  
COUNTY,

Defendants.

No. 14-2-08551-6  
14-2-21111-2  
14-2-21112-1

Brief Memorandum Opinion

THIS MATTER came before the Court for oral argument on three consolidated cases, all dealing with the form of the ballot for two measures concerning early childhood education. I-107 is an initiative (Yes for Success), which was rejected by the

City Council. In its place, the City enacted Ordinance 124509 (The Preschool Plan), which it proposes to have on the ballot as an alternative to I-107. It is imperative that a decision be rendered quickly, in order to allow for possible appellate review before the final form of the ballot must be sent to the printer on September 5.

*Does RCW 29A.036.071 require that I-107 (The "Yes for Success" Initiative) and Ordinance 124509 ("The Preschool Plan") be presented as alternatives pursuant to RCW 29A.72.050?*

Both Article IV, §1 (D) of the Seattle City Charter and RCW 29A.72.270 permit the legislative authority, upon rejecting an initiative, to propose an alternative dealing with the "same subject."

Under the City Charter, the initiative and the legislative alternative are presented independently to the voters. If both receive a majority and if there is a conflict in "any particulars", the alternative receiving the most votes shall "be adopted and the other shall be considered rejected." Article IV, §1 (G). In contrast, under RCW 29A.72.270, the two alternatives are presented together, with the first vote being a "yes" or "no" on whether either of the alternatives should be voted into law and the second vote being a selection between the two alternatives. RCW 29A.72.050 provides the mandatory form for a state ballot initiative. See *also* Wa Const. Article 2 §1.

The City argues that RCW 29A.36.071, enacted in the 2003 legislative session, requires that local initiatives be structured in compliance with RCW 29A.72.050, which incorporates the alternative structure of RCW 29A.72.270, when the legislative authority has rejected an initiative and proposed an alternative on the same subject.

RCW 29A.36.071(1) provides, in part:

. . . [T]he ballot title of any referendum filed on an enactment or portion of an enactment of a local government and any other question submitted to the voters of a local government consists of three elements: (a) An identification of the enacting legislative body and a statement of the subject matter; (b) a concise description of the measure; and (c) a question. *The ballot title must conform with the requirements and be displayed substantially as provided under RCW 29A.72.050 (Emphasis added)*

In another context, in *Mukilteo Citizens for Simple Government v. City of Mukilteo*, 174 Wn. 2d 141, 149 (2012), the Supreme Court commented that RCW 29A.72.050 provides the mandatory form for a municipal ballot initiative.

The provisions of a city charter are subservient to the general laws of the State of Washington. That is—a provision in a charter that conflicts with the general laws is in violation of Wa Const. Article X, § 10 and cannot stand. This is true even if the general law is enacted after the Charter. See e.g. *Oakwood v. Tacoma Mausoleum Association*, 22 Wn. 2d 692 (1945); *Neils v. City of Seattle*, 185 Wash 269 (1936).

The City has met its burden of establishing that Seattle City Charter Article IV, §§ 1 (D) and (G) are in conflict with controlling State law. Under Wa Const. Article X, § 10, the general state law controls over conflicting municipal charter provisions and thus the conflicting charter provisions are unconstitutional.

*Do I-107 and Ordinance 124509 address the same subject?*

The two provisions here both deal with improving early childhood education, providing teacher training and certification and increasing teacher compensation, while making quality childcare/preschool more affordable. There are some significant differences, including different coordinating entities and different teacher certification requirements. In addition, the reach of I-107 is broader than the Council alternative.

Nonetheless, the court is satisfied that the two provisions address the same subject and that the Council's finding in this regard was not *ultra vires*.<sup>1</sup>

Yes for Success raises a number of other challenges to the City's proposed ballot structure, including a challenge to the Open Public Meetings Act. Even assuming that the conversation with the City's attorneys that occurred before the finding of "same subject matter" was a violation of Chapter 42.30, the subsequent public vote and public discussion cured any violation. See *Organization to Preserve Agricultural Lands. V. Adams*, 128 Wn. 2d 869 (1996).<sup>2</sup>

Given the need for an expeditious resolution of these ballot challenges, plaintiffs' other claims will be denied without further discussion.

Finally, it is the court's expectation that with the guidance of this brief opinion and the discussion that occurred at the hearing this morning, the challenges to the wording of the ballot titles in alternative forms could be resolved through the agreement of counsel. If this cannot be resolved by agreement, the parties shall contact the court requesting further ruling.

Dated this 15 day of August, 2014.

*Signed electronically*

---

The Honorable Helen Halpert  
King County Superior Court Judge

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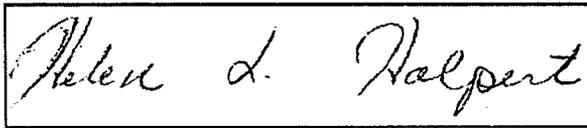
<sup>1</sup> It is necessary to address the "same subject" question because, if the ordinance and initiative did not address the same subject, the ballot construction issue of RCW 29A.36.071 and 29A.70.270 would have been irrelevant.

<sup>2</sup> The court is specifically not ruling on the question of whether there was a violation of OPMA.

King County Superior Court  
Judicial Electronic Signature Page

Case Number: 14-2-08551-6  
Case Title: IN RE BALLOT TITLE APPEAL OF CITY OF SEATTLE  
INITIATIVES 107-110  
Document Title: OTHER MEMORANDUM OPINION

Signed by: Helen Halpert  
Date: 8/15/2014 3:01:13 PM



Judge/Commissioner: Helen Halpert

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O=KCDJA, CN="Helen  
Halpert:NG36B3r44hG2yOw3YYhwmw=="

Page 5 of 5

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HONORABLE HELEN HALPERT

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
IN AND FOR THE COUNTY OF KING

In Re Ballot Title Appeal of City of  
Seattle Ordinance 124509,  
  
Petitioner,

No. 14-2-08551-6 SEA  
(consolidated with 14-2-21111-2  
SEA)

ORDER ON PETITION TO APPEAL  
BALLOT TITLE FOR ORDINANCE  
124509

THIS MATTER came before the Court on Petitioner Laura Chandler's Petition to Appeal  
Ballot Title for Ordinance 124509. The Court has considered the papers and pleadings filed  
herein, including the following:

1. Petition to Appeal Ballot Title for Ordinance 124509;
2. City of Seattle's Response to Petition to Appeal Ballot Title for Ordinance  
124509;
3. Declaration of Erica K. Johnson in Support of Respondent City of Seattle's  
Motion for Relief from Order, and the exhibits thereto, filed in Case No. 14-2-  
08551-6;
4. Declaration of Gary Smith, and the exhibits thereto, filed in Case No. 14-2-  
08551-6;

[PROPOSED] ORDER ON PETITION TO APPEAL  
BALLOT TITLE FOR ORDINANCE 124509 - 1

PACIFICA LAW GROUP LLP  
1191 SECOND AVENUE  
SUITE 2100  
SEATTLE, WASHINGTON 98101  
TELEPHONE: (206) 245-1700  
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- 5. Petitioner’s Reply in Support of Petition to Appeal Ballot Title for Ordinance 124509 and any supporting declarations and exhibits, if any;
- 6. Joint submission for further ruling on ballot title appeal;
- 7. Letter from Claire Tonry presenting alternative language for ballot title;
- 8. Argument presented at telephonic hearing held in open court on September 2, 2014.

Based on the above and after hearing oral argument of the parties, the Court hereby  
 ORDERS that the ballot title for Ordinance 124598 and Initiative 107 shall read as follows:

**THE CITY OF SEATTLE PROPOSITION NUMBERS 1A AND 1B**

Proposition 1A (submitted by Initiative Petition No. 107) and Proposition 1B (alternative proposed by the City Council and Mayor) concern early learning programs and providers of such services for children.

Proposition 1A (Initiative 107) would establish a \$15 minimum wage for childcare workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training and certification through a training institute; create a workforce board and establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

As an alternative, the Seattle City Council and Mayor have proposed Proposition 1B (Ordinance 124509), which would fund the four-year initial phase of a City early learning program with the goal of developing a widely-available, affordable, licensed, and voluntary preschool option. The Ordinance requires support, training and certification for teachers. The program uses research-based strategies, includes evaluation of results, and provides tuition support. This proposition authorizes regular property taxes above RCW 84.55 limits, allowing additional 2015 collection of up to \$14,566,630 (approximately 11¢ per \$1,000 assessed value), totaling \$58,266,518 over four years.

1. Should either of these measures be enacted into law?

Yes .....

[PROPOSED] ORDER ON PETITION TO APPEAL  
 BALLOT TITLE FOR ORDINANCE 124509 - 2

PACIFICA LAW GROUP LLP  
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 SEATTLE, WASHINGTON 98101  
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No .....

2. Regardless of whether you voted yes or no above, if one of these measures is enacted, which one should it be?

Proposition 1A .....

Proposition 1B .....

This Order is directed to and binds King County as well as the Parties.

DATED this 2 day of September, 2014.

*Signed electronically*

\_\_\_\_\_  
The Honorable Helen Halpert  
King County Superior Court Judge

Presented by:

PACIFICA LAW GROUP LLP

By /s/ Gregory J. Wong

Paul J. Lawrence, WSBA #13557  
Gregory J. Wong, WSBA #39329  
Taki Flevaris, WSBA #42555

PETER S. HOLMES  
Seattle City Attorney

Carlton W. M. Seu, WSBA #26830  
Gary T. Smith, WSBA #29718  
John B. Schochet, WSBA # 36875  
Assistant City Attorneys

Attorneys for Respondent City of Seattle

[PROPOSED] ORDER ON PETITION TO APPEAL  
BALLOT TITLE FOR ORDINANCE 124509 - 3

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[PROPOSED] ORDER ON PETITION TO APPEAL  
BALLOT TITLE FOR ORDINANCE 124509 - 4

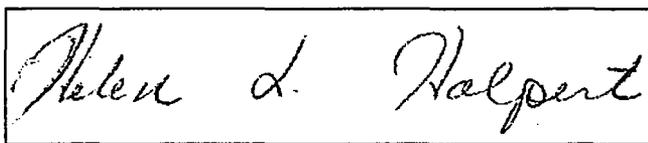
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King County Superior Court  
Judicial Electronic Signature Page

Case Number: 14-2-08551-6  
Case Title: IN RE BALLOT TITLE APPEAL OF CITY OF SEATTLE  
INITIATIVES 107-110  
Document Title: ORDER ON BALLOT TITLE

Signed by: Helen Halpert  
Date: 9/2/2014 2:14:59 PM



Judge/Commissioner: Helen Halpert

This document is signed in accordance with the provisions in GR 30.

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O=KCDJA, CN="Helen  
Halpert:NG36B3r44hG2yOw3YYhwmw=="

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IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
FOR KING COUNTY

IN RE: BALLOT TITLE APPEAL OF	)	
CITY OF SEATTLE INITIATIVES 107-	)	PETITION TO APPEAL BALLOT
110	)	TITLES FOR CITY OF SEATTLE
	)	INITIATIVES 107-110
_____	)	

Pursuant to RCW 29A.72.080, petitioner Laura Chandler appeals the ballot title and ballot measure summary formulated by the City Attorney for the City of Seattle for Initiative Measure Nos. 107-110, and requests amendments thereto.

**I. IDENTITY OF PETITIONER**

1. Petitioner Laura Chandler is the sponsor of Seattle Initiatives 107 through 110. She is also the sponsor of Seattle Initiatives 105 and 106, which are not part of this appeal.

2. Pursuant to RCW 29A.36.090, a copy of this petition and notice of its filing was served upon Peter Holmes, the City of Seattle Attorney, and Kymber Waltmunson, the King County Auditor. In addition, a courtesy copy was sent to King County Elections.

PETITION TO CHALLENGE  
BALLOT TITLE - 1

Smith & Lowney PLLC.  
2317 E. John St  
Seattle WA 98112  
(206) 860-2883

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**II. JURISDICTION**

3. This Court has jurisdiction over this appeal pursuant to RCW 29A.36.090.

**III. BALLOT TITLES PREPARED BY THE CITY ATTORNEY**

4. On March 18, 2014, the Office of the City Attorney for the City of Seattle issued ballot titles to Initiative Measure Nos. 107-110. The concise descriptions should be amended because they fail to meet the requirements of RCW 29A.72.050, incorporated by RCW 29A.36.071, and are prejudicial.

**IV. STANDARDS FOR BALLOT TITLES**

5. RCW 29A.72.050 explicitly recognizes that a clear, unbiased ballot title is critically important to an informed electorate. It requires that the ballot description “be a true and impartial description of the measure’s essential contents, clearly identify the proposition to be voted on, and not, to the extent reasonably possible, create prejudice either for or against the measure.” *Id.*

6. The statement of subject and the concise description are particularly important because only they will appear on the ballot. RCW 29A.72.050.

**V. PROPOSED BALLOT TITLES FOR INITIATIVES 107-110**

The City Attorney has assigned slightly different ballot titles for I-107 through I-110, but each contain the same statement of subject, which reads:

“The City of Seattle Initiative Measure No XXX concerns public support and regulation of early learning and child care.”

1 Appendix A (ballot titles). *See also* Appendix B (initiative measures).

2 Petitioner contends that the ballot titles assigned to these measures fail to reflect accurately  
3 and clearly the measure's content and are prejudicial.

4  
5 **VI. THE BALLOT TITLE'S STATEMENT OF SUBJECT SHOULD NOT**  
6 **STATE THAT THE MEASURES ADDRESS ONLY "PUBLIC SUPPORT**  
7 **AND REGULATION" OF EARLY LEARNING AND CHILD CARE.**

8 The appropriate statement of subject for these measures should be stated as a general  
9 subject. It should state merely that the measures concern "early learning and child care." There are  
10 multiple reasons to amend this title to remove the suggestion that the measures are focused on, and  
11 concern only "public support and regulation." Indeed, it is possible that the City Attorney drafted  
12 this statement of subject for Initiatives 105 and 106, which do include "public support" for early  
13 learning and child care, and then mistakenly continued to use this description for Initiatives 107  
14 through 110, which do not provide such public support. The statement of subject should be  
15 amended for multiple reasons.

16 First, each of the initiative measures explicitly state that their subject is "early learning and  
17 child care." *See e.g.*, I-108 §704. There is no benefit to the voters in the words "public support and  
18 regulation" since the specific provisions of the initiatives are summarized directly below the  
19 statement of subject.

20  
21 Second, this statement of subject is inaccurate and prejudicial. By stating first that this  
22 measure concerns "public support ... of early learning and child care" the title suggests that this  
23 measure will be funding early learning and child care – an expensive proposition. This is not what

1 this initiative is about. The measures provide no additional “public support” for early learning and  
2 child care, as that phrase is commonly understood by voters. It is prejudicial to tell voters that the  
3 measures concern public support for child care when that is not the case.

4  
5 Third, many of the measures contents do not fit within these two arbitrarily chosen  
6 descriptors. For example, a primary component of the measure is the imposition of a \$15 minimum  
7 wage for child care teachers and staff, which is neither “public support” or “regulation” of early  
8 learning and child care as most voters would understand those terms. The same is true of the  
9 criminal prohibition against violent felons providing professional child care. As a criminal  
10 prohibition, it doesn’t meet the standard of either “public support” or “regulation.” Indeed, the  
11 term “regulation” is not only pejorative but is inapplicable to these measures. They do not focus on  
12 imposing new regulations on the child care industry. Rather, they provide a living wage and  
13 empowerment for child care teachers and staff, set affordability standards to assist families, and  
14 criminally prohibit violent felons from providing professional child care.

15  
16 Finally, there is a risk that the addition of the limiting words “public support and  
17 regulation” could be deemed to create a restrictive title, rather than the general title that is intended,  
18 which may have the unintended effect of heightened single subject scrutiny. *See Amalgamated*  
19 *Transit Union Local 587 v. State*, 142 Wash.2d 183, 208-11 (2000).

20  
21 In summary, the addition of the words “public support and regulation” provides no benefit  
22 to the voters. It poses unnecessary legal risks to the initiatives by falsely and prejudicially stating  
23 that the initiatives are limited to “public support and regulation” of early learning and child care.

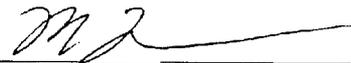
1 These four words are inaccurate and prejudicial and should be removed so voters can make up their  
2 own minds as how to interpret the content of these measures.

3  
4 **VII. PRAYER FOR RELIEF**

5 WHEREFORE Petitioner requests that the Court examine the proposed Initiative Measures  
6 107-110, along with the ballot titles assigned by the City Attorney, and amend the ballot title in  
7 the manner requested.

8 DATED this 26th day of March, 2014.

9  
10 Smith & Lowney, P.L.L.C.

11  
12 By:   
13 Knoll D. Lowney, WSBA # 23457  
14 Attorney for Petitioner

15 **CERTIFICATE OF SERVICE**

16 I certify that on the 26th day of March, 2014, I caused a copy of this Petition and the  
17 Notice thereof to be served upon the Seattle City Attorney and the King County Auditor,

18 Dated in Seattle, Washington, this 26th day of March, 2014

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IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
FOR KING COUNTY

IN RE: BALLOT TITLE APPEAL OF )  
CITY OF SEATTLE INITIATIVES 107- )  
110 ) NOTICE OF APPEAL OF BALLOT  
TITLE FOR CITY OF SEATTLE  
INITIATIVES 107-110 )

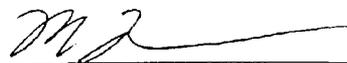
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TO CITY ATTORNEY PETE HOLMES, KING COUNTY AUDITOR KIMBERLY WALTMUNSON, AND OTHER INTERESTED PERSONS:

Please take notice that the attached PETITION challenges the proposed ballot titles for the above referenced initiatives and has been filed with the King County Superior Court.

DATED this 26th day of March, 2014.

Smith & Lowney, P.L.L.C.

By:   
Knoll D. Lowney, WSBA # 23457  
Attorney for Petitioner

# Appendix A

**City of Seattle  
Legislative Department  
Office of the City Clerk**



**Monica Martinez Simmons, City Clerk**

**Certified Mail  
#70111150000147890508**

March 18, 2014

Mr. Knoll Lowney  
2317 E. John St.  
Seattle, WA 98122

**Subject: *Initiative Measure No. 107***

Dear Mr. Lowney:

The subject initiative measure filed with my office on March 11, 2014, designated Initiative Measure No. 107, has been reviewed and approved as to form with the noted edits and filed as Clerk File No. 313661. The ballot title has been prepared by the City Attorney's Office in accordance with SMC 2.08.020 and reads as follows:

**THE CITY OF SEATTLE  
INITIATIVE MEASURE NUMBER 107**

The City of Seattle Initiative Measure Number 107 concerns public support and regulation of early learning and child care.

If enacted, the measure would establish a \$15 minimum wage for childcare workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training and certification through a training institute; create a workforce board and establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

Should this measure be enacted into law?

Yes

No

[End of Title]

600 4<sup>th</sup> Avenue, Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)

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Supp. App. 488

Knoll Lowney  
March 18, 2014

Page 2

The initiative process is outlined in Article IV, Section 1.B of the City Charter, Seattle Municipal Code Section 2.08, and the Revised Code of Washington (RCW) 29A.36.071, .080, and .090. Please be advised the signed petitions for Initiative Measure No. 107 must be filed with the City Clerk within 180 days from approval notification. The 180-day count begins Wednesday, March 19th, 2014. The number of signatures required shall be equal to or not less than ten (10) percent of the total number of votes cast for the office of Mayor at the last preceding municipal election (2013). The minimum number of resident registered voter signatures required is 20,638 and shall be filed with my office no later than the end of the business day on Monday, September 15, 2014, 5:00 p.m. The appropriate documentation and petition signatures will then be transmitted to the King County Elections Department for verification of the sufficiency of signatures in accordance with state law.

Should you have any questions, please feel free to contact me at (206) 684-8361 or via e-mail at [Monica.simmons@seattle.gov](mailto:Monica.simmons@seattle.gov)

Very truly yours,



Monica Martinez Simmons  
City Clerk

*Cc: Mayor Murray  
City Councilmembers  
Peter Holmes, City Attorney  
Jeff Slayton, Assistant, City Attorney  
Wayne Barnett, Director, EEC*

600 4<sup>th</sup> Avenue, Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)

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Supp. App. 489

**City of Seattle  
Legislative Department  
Office of the City Clerk**



**Monica Martinez Simmons, City Clerk**

**Certified Mail  
#70111150000147890508**

March 18, 2014

Mr. Knoll Lowney  
2317 E. John St.  
Seattle, WA 98122

**Subject: *Initiative Measure No. 108***

Dear Mr. Lowney:

The subject initiative measure filed with my office on March 11, 2014, designated Initiative Measure No. 108, has been reviewed and approved as to form with the noted edits and filed as Clerk File No. 313662. The ballot title has been prepared by the City Attorney's Office in accordance with SMC 2.08.020 and reads as follows:

**THE CITY OF SEATTLE  
INITIATIVE MEASURE NUMBER 108**

The City of Seattle Initiative Measure Number 108 concerns public support and regulation of early learning and child care.

If enacted, the measure would establish a \$15 minimum wage for child-care workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training through a City partnership; create a workforce board and establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

Should this measure be enacted into law?

Yes

No

[End of Title]

600 4<sup>th</sup> Avenue, Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)

Accommodations for people with disabilities provided upon request. An equal opportunity employer

Supp. App. 490

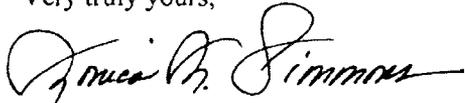
Knoll Lowney  
March 18, 2014

Page 2

The initiative process is outlined in Article IV, Section 1.B of the City Charter, Seattle Municipal Code Section 2.08, and the Revised Code of Washington (RCW) 29A.36.071, .080, and .090. Please be advised the signed petitions for Initiative Measure No. 108 must be filed with the City Clerk within 180 days from approval notification. The 180-day count begins Wednesday, March 19th, 2014. The number of signatures required shall be equal to or not less than ten (10) percent of the total number of votes cast for the office of Mayor at the last preceding municipal election (2013). The minimum number of resident registered voter signatures required is 20,638 and shall be filed with my office no later than the end of the business day on Monday, September 15, 2014, 5:00 p.m. The appropriate documentation and petition signatures will then be transmitted to the King County Elections Department for verification of the sufficiency of signatures in accordance with state law.

Should you have any questions, please feel free to contact me at (206) 684-8361 or via e-mail at [Monica.simmons@seattle.gov](mailto:Monica.simmons@seattle.gov)

Very truly yours,



Monica Martinez Simmons  
City Clerk

*Cc: Mayor Murray  
City Councilmembers  
Peter Holmes, City Attorney  
Jeff Slayton, Assistant, City Attorney  
Wayne Barnett, Director, EEC*

600 4<sup>th</sup> Avenue, Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)

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**City of Seattle  
Legislative Department  
Office of the City Clerk**



**Monica Martinez Simmons, City Clerk**

**Certified Mail  
#70111150000147890508**

March 18, 2014

Mr. Knoll Lowney  
2317 E. John St.  
Seattle, WA 98122

**Subject: *Initiative Measure No. 109***

Dear Mr. Lowney:

The subject initiative measure filed with my office on March 11, 2014, designated Initiative Measure No. 109, has been reviewed and approved as to form with the noted edits and filed as Clerk File No. 313663. The ballot title has been prepared by the City Attorney's Office in accordance with SMC 2.08.020 and reads as follows:

**THE CITY OF SEATTLE  
INITIATIVE MEASURE NUMBER 109**

The City of Seattle Initiative Measure Number 109 concerns public support and regulation of early learning and child care.

If enacted, the measure would establish a \$15 minimum wage for childcare workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training through a City partnership; and hire an organization to facilitate communication between the City and childcare workers and negotiate a child-care standards agreement that applies to childcare providers in city-subsidized facilities.

Should this measure be enacted into law?

Yes

No

[End of Title]

600 4<sup>th</sup> Avenue, Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)

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Supp. App. 492

Knoll Lowney  
March 18, 2014

Page 2

The initiative process is outlined in Article IV, Section 1.B of the City Charter, Seattle Municipal Code Section 2.08, and the Revised Code of Washington (RCW) 29A.36.071, .080, and .090. Please be advised the signed petitions for Initiative Measure No. 110 must be filed with the City Clerk within 180 days from approval notification. The 180-day count begins Wednesday, March 19th, 2014. The number of signatures required shall be equal to or not less than ten (10) percent of the total number of votes cast for the office of Mayor at the last preceding municipal election (2013). The minimum number of resident registered voter signatures required is 20,638 and shall be filed with my office no later than the end of the business day on Monday, September 15, 2014, 5:00 p.m. The appropriate documentation and petition signatures will then be transmitted to the King County Elections Department for verification of the sufficiency of signatures in accordance with state law.

Should you have any questions, please feel free to contact me at (206) 684-8361 or via e-mail at [Monica.simmons@seattle.gov](mailto:Monica.simmons@seattle.gov)

Very truly yours,



Monica Martinez Simmons  
City Clerk

*Cc: Mayor Murray  
City Councilmembers  
Peter Holmes, City Attorney  
Jeff Slayton, Assistant, City Attorney  
Wayne Barnett, Director, EEC*

600 4<sup>th</sup> Avenue, Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)

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Supp. App. 493

**City of Seattle  
Legislative Department  
Office of the City Clerk**



**Monica Martinez Simmons, City Clerk**

**Certified Mail  
#70111150000147890508**

March 18, 2014

Mr. Knoll Lowney  
2317 E. John St.  
Seattle, WA 98122

**Subject: *Initiative Measure No. 110***

Dear Mr. Lowney:

The subject initiative measure filed with my office on March 11, 2014, designated Initiative Measure No. 110, has been reviewed and approved as to form with the noted edits and filed as Clerk File No. 313664. The ballot title has been prepared by the City Attorney's Office in accordance with SMC 2.08.020 and reads as follows:

**THE CITY OF SEATTLE  
INITIATIVE MEASURE NUMBER 110**

The City of Seattle Initiative Measure Number 110 concerns public support and regulation and support of early learning and child care.

If enacted, the measure would allow child-care facilities to participate in Seattle's Universal Pre-Kindergarten Program, requiring teacher compensation comparable to those of Seattle School District kindergarten teachers; seek to reduce child-care costs to 10% or less of family income; prohibit violent felons from providing professional childcare; establish a training institute; create a workforce education board; establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

Should this measure be enacted into law?

Yes

No

[End of Title]

600 4<sup>th</sup> Avenue, Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)

Accommodations for people with disabilities provided upon request. An equal opportunity employer

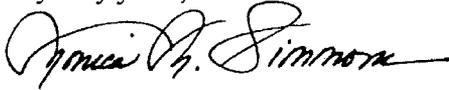
Knoll Lowney  
March 18, 2014

Page 2

The initiative process is outlined in Article IV, Section 1.B of the City Charter, Seattle Municipal Code Section 2.08, and the Revised Code of Washington (RCW) 29A.36.071, .080, and .090. Please be advised the signed petitions for Initiative Measure No. 109 must be filed with the City Clerk within 180 days from approval notification. The 180-day count begins Wednesday, March 19th, 2014. The number of signatures required shall be equal to or not less than ten (10) percent of the total number of votes cast for the office of Mayor at the last preceding municipal election (2013). The minimum number of resident registered voter signatures required is 20,638 and shall be filed with my office no later than the end of the business day on Monday, September 15, 2014, 5:00 p.m. The appropriate documentation and petition signatures will then be transmitted to the King County Elections Department for verification of the sufficiency of signatures in accordance with state law.

Should you have any questions, please feel free to contact me at (206) 684-8361 or via e-mail at [Monica.simmons@seattle.gov](mailto:Monica.simmons@seattle.gov)

Very truly yours,



Monica Martinez Simmons  
City Clerk

*Cc: Mayor Murray  
City Councilmembers  
Peter Holmes, City Attorney  
Jeff Slayton, Assistant, City Attorney  
Wayne Barnett, Director, EEC*

600 4<sup>th</sup> Avenue, Floor 3, PO Box 94728, Seattle, Washington 98124-4728  
(206) 684-8344 Fax: (206) 386-9025 TTY: (206) 233-0025  
email: [clerk@seattle.gov](mailto:clerk@seattle.gov)

Accommodations for people with disabilities provided upon request. An equal opportunity employer

Supp. App. 495

## Appendix B

**Campaign logo  
goes here.**

Please Return Your Initiative or Contact Us At: Yes for Early Success  
PO Box XXXX  
Seattle, WA XXXX  
Phone - 206.322.3010  
email-XXXX  
web - XXXX

**Initiative 107**

**INITIATIVE PETITION FOR SUBMISSION TO THE SEATTLE CITY COUNCIL. To the City Council of The City of Seattle:**

We, the undersigned registered voters of The City of Seattle, State of Washington, propose and ask for the enactment as an ordinance of the measure known as Initiative Measure No. 107, entitled:

**XXXX (established ballot title of the measure) XXXX**

a full, true and correct copy of which is included herein, and we petition the Council to enact said measure as an ordinance; and, if not enacted within forty-five (45) days from the time of receipt thereof by the City Council, then to be submitted to the qualified electors of The City of Seattle for approval or rejection at the next regular election or at a special election in accordance with Article IV, Section 1 of the City Charter; and each of us for himself or herself says: I have personally signed this petition; I am a registered voter of The City of Seattle, State of Washington, and my residence address is correctly stated.

**WARNING:** "Ordinance 94289 provides as follows: "Section 1. It is unlawful for any person: 1. To sign or decline to sign any petition for a City initiative, referendum, or Charter amendment, in exchange for any consideration or gratuity or promise thereof; or 2. To give or offer any consideration or gratuity to anyone to induce him or her to sign or not to sign a petition for a City initiative, referendum, or Charter amendment; or 3. To interfere with or attempt to interfere with the right of any voter to sign or not to sign a petition for a City initiative, referendum, or Charter amendment petition by threat, intimidation or any other corrupt means or practice; or 4. To sign a petition for a City initiative, referendum, or Charter amendment with any other than his or her true name, or to knowingly sign more than one (1) petition for the same initiative, referendum or Charter amendment measure, or to sign any such petition knowing that he or she is not a registered voter of The City of Seattle." The provisions of this ordinance shall be printed as a warning on every petition for a City initiative, referendum, or Charter amendment. "Section 2. Any person violating any of the provisions of this ordinance shall upon conviction thereof be punishable by a fine of not more than Five Hundred Dollars (\$500) or by imprisonment in the City Jail for a period not to exceed six (6) months, or by both such fine and imprisonment.

**( \* Only Registered Seattle Voters Can Sign This Petition \* )**

<b>Petitioner's Signature</b>	<b>Petitioner's Printed Name</b>	<b>Residence Address Street and Number (if any)</b>	<b>Date Signed</b>
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**AN ACT Relating to early learning and child care**  
**BE IT ENACTED BY THE PEOPLE OF THE CITY OF SEATTLE:**

**PART I**  
**INTENT.**

**NEW SECTION. Sec. 101.**

It is the intent of the People of Seattle to increase the quality, affordability, and safety of the City's early education and child care system through: (a) establishing a \$15 minimum wage for child care teachers and staff, with support for small businesses; (b) establishing city policy that families should pay no more than ten percent of family income on child care; (c) prohibiting violent felons from being child care teachers and staff, even in a non-licensed facility; (d) requiring enhanced training for child care teachers and staff, to be provided through a training partnership between the City and workers; and (e) giving child care teachers and staff a formal role in establishing work force standards for their profession.

**PART II**  
**ESTABLISHING A \$15 MINIMUM WAGE FOR CHILD CARE TEACHERS AND STAFF,  
WITH SUPPORT FOR SMALL BUSINESS.**

**NEW SECTION. Sec. 201.**

- A. All child care teachers and staff in the City of Seattle shall be entitled to a minimum wage of not less than fifteen dollars (\$15.00) per hour worked within the geographic boundaries in the City.
- B. Beginning on January 1, 2015, the minimum wage for child care teachers and staff shall be an hourly rate of \$15.00. Beginning on January 1, 2016, and each year thereafter, this minimum wage shall increase by an amount corresponding to the prior year's increase, if any, in the Consumer Price Index for urban wage earners and clerical workers for the greater Seattle-Tacoma-Bremerton metropolitan area.
- C. The minimum wage for child care teachers and staff employed by small child care providers shall phase in over a three year period in order to afford such small businesses time to adjust. For a transition period beginning February 1, 2015 and ending December 31, 2015, the minimum wage for child care teachers and staff employed by a small child care provider shall be an hourly rate of \$11.00. Beginning January 1, 2016, the minimum wage for such employees shall increase to \$12.50. Beginning January 1, 2017, the minimum wage for such employees shall increase to \$14.00. Beginning January 1, 2018, the minimum wage for such employees shall be the regular minimum wage established pursuant to Section 201(b) of this Ordinance.
- D. Should there be a conflict between the minimum wage adopted in this Ordinance and a minimum wage adopted by the City Council or another initiative, child care teachers and staff shall be entitled to the highest applicable minimum wage.
- E. The minimum wage enacted in this section shall be enforceable through all mechanisms in City or State law for enforcing a City or State minimum wage, as currently existing or as may be enacted. In addition, an employer's failure to pay the minimum wage set by this section constitutes an "unfair employment practice" enforceable through the provisions of SMC chapter 14.04.

**PART III**  
**ESTABLISHING CITY POLICY THAT NO FAMILY SHOULD PAY MORE THAN 10% OF INCOME  
ON CHILD CARE.**

**NEW SECTION. Sec. 301.**

- A. It shall be the policy of the City of Seattle that early childhood education should be affordable and that no family should have to pay more than ten percent (10%) of gross family income on early education and child care. This policy is intended to increase affordability of child care in conformance with federal and expert recommendations on affordability.
- B. The City shall, within twelve months of the effective date of this Ordinance, adopt goals, timelines, and milestones for implementing this affordability standard. In adopting these standards, the City shall consult with stakeholders, who at a minimum must include parents, communities of color, child advocates, low income advocates, and the provider organization.

**PART IV**  
**PROHIBITING VIOLENT FELONS FROM PROVIDING PROFESSIONAL  
CHILD CARE, EVEN IN UNLICENSED FACILITIES.**

**NEW SECTION. Sec. 401.**

- A. The People hereby declare that it is of paramount importance to protect the safety of all children in care - whether they are cared for in a licensed or unlicensed facility. Children in unlicensed care are placed at unacceptable dangers by a lack of safety regulations. This section extends one of the most basic protections of licensed care to children being cared for in unlicensed facilities.
- B. It shall be a gross misdemeanor for any violent felon to provide professional child care services, whether in a licensed or unlicensed facility.
- C. For the purpose of this section, "violent felon" means a person convicted of one or more of the following criminal felonies:
- (1) Child abuse or neglect, or both;
  - (2) Spousal abuse;
  - (3) A crime against a child, including child pornography;
  - (4) The following crimes involving violence: Rape, sexual assault, homicide, assault in the first degree, assault in the second degree, or assault in the third degree involving domestic violence;
  - (5) Any other crime that constitutes a disqualification from child care licensure under state law; or
  - (6) Any federal or out-of-state conviction for an offense equivalent to those enumerated in (1) through (5) of this subsection.
- D. For the purpose of this section, to "provide professional child care services" means to receive payment for providing child care for one or more children who are unrelated to the person providing the care.

**PART V**  
**REQUIRING ENHANCED TRAINING FOR CHILD CARE TEACHERS AND STAFF,  
TO BE PROVIDED THROUGH A TRAINING PARTNERSHIP.**

**NEW SECTION. Section 501.**

- A. Child care teachers and staff must obtain enhanced training and certification through the Professional Development Institute. The enhanced training requirements shall be set by the City Council in consultation with the City of Seattle Early Care and Education Workforce Board.
- B. The City, acting through the Mayor, shall cooperate with the provider organization to establish the Professional Development Institute, which shall be a training partnership jointly controlled and operated by the City of Seattle and the provider organization.
- C. The Professional Development Institute shall be charged with performing the following functions in the early learning and care system: (1) securing and leveraging resources for workforce development and training; and (2) delivering and/or coordinating delivery of: (a) enhanced training required under this Ordinance or by later enactment; (b) continuing education requirements; (c) new hire orientation, which shall be required for all new child care teachers and staff in child care facilities receiving public support; (d) apprenticeship and mentoring programs; (3) developing and maintaining an early learning and care substitute teachers pool; and (4) verifying that child care teachers and staff have satisfied applicable training and professional development requirements.
- D. The Professional Development Institute must ensure the efficient and effective use of city funds by leveraging state, federal and other funding, incentivizing employer participation, and subcontracting with existing professional development providers where appropriate. The City shall fund the Professional Development Institute to provide the services set forth in this section.
- E. The Professional Development Institute must verify that child care teachers and staff have met all applicable training and professional development requirements before such teacher or staff member may deliver services in the City's Universal Pre-Kindergarten Program.

**NEW SECTION. Section 502.**

- A. The City of Seattle Early Care and Education Workforce Board shall be created to recommend policy and investment priorities regarding workforce development and training for child care teachers and staff and to oversee the Professional Development Institute. The City shall convene and support the Board to serve the functions set forth in this section.
- B. The Mayor and the provider organization shall each appoint fifty percent of the members of the Board and may make new appointments at will. In making the appointments, the City and the provider organization shall seek to appoint persons who have a demonstrated commitment to early education and care, who reflect the ethnic, racial, and economic diversity of the City's children, and who reflect the interests of stakeholders, including parents, communities of color, child advocates, and low income communities.
- C. The Early Care and Education Workforce Board will recommend and oversee expenditures from the Small Business Early Childhood Resource Fund, which is hereby created to help small child care providers and not for profit child care providers meet and maintain standards set by the Board or otherwise required under law. The City Council shall determine the level of necessary appropriation for this purpose.
- NEW SECTION. Section 503.**
- A. Successful implementation of a high quality early education and care system including Universal Pre-Kindergarten will require significant recruitment and training of child care teachers and staff. It is the intent of the voters to give child care teachers and staff a role in shaping and implementing workforce development and training programs and to increase coordination within and among these programs.
- B. The City shall hire a single provider organization to facilitate communications between the City and child care teachers and staff, facilitate the expression of child care teachers and staff's interests in workforce development and training programs, and to perform other roles as set forth in this Ordinance. The City shall allow child care teachers and staff to assist in the selection of the provider organization as follows: If an organization demonstrates by written or electronic means that it has support of over 30% of child care teachers and staff, and it is the only organization to demonstrate such support, the City shall select and hire it as the provider organization. If more than one organization makes this showing, the City shall hire the organization that has shown the most support. To qualify as the provider organization, an entity must meet the following criteria or be a project of one or more entities meeting such criteria: (a) has existed for more than five years; (b) has successfully negotiated an agreement with the state or city or government agency on behalf of child care teachers and staff, which has increased wages and benefits; (c) is not dominated by advocates for employer or government interests; and (d) gives child care teachers and staff the rights to be members of the organization and to participate in the democratic control of the organization.

**PART VI**  
**DEFINITIONS.**

**NEW SECTION. Sec. 601.**

The definitions in this section apply throughout this act unless the context clearly requires otherwise.

- A. "Child care teachers and staff" includes all employees of a child care facility in Seattle who work on-site, including on-site supervisors and/or sole proprietors providing family child care.
- B. "Child care facility" includes (1) licensed family child care homes, (2) licensed child care centers, (3) school-age programs, and (4) other facilities participating in the Seattle Universal Pre-Kindergarten Program.
- C. "City" means the City of Seattle, including its departments and agencies.
- D. "Provider organization" means the entity hired by the City under Section 503(B) of this Ordinance to serve the roles set forth in this Ordinance.
- E. "Small child care provider" means an entity that employs 250 or fewer full time equivalents, as defined and calculated under the City of Seattle Paid Sick Time and Safe Time Ordinance, and operates a child care facility within the City of Seattle.
- F. "Universal Pre-Kindergarten Program" means a City-wide pre-school program funded by the City of Seattle, including any program implementing the City's "preschool for all" initiative.
- G. Definitions set forth under section 12A.28.200 of the Seattle Municipal Code apply throughout this chapter unless otherwise stated.

**PART VII**  
**MISCELLANEOUS.**

**NEW SECTION. Sec. 701.**

- A. The provisions of this ordinance may not be waived by agreement between an individual employee and an employer. All of the provisions of this ordinance may be superseded by a collective bargaining agreement entered into pursuant to the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq., but only if the agreement explicitly states in clear and unambiguous terms that specific provisions of this ordinance are to be superseded.
- B. The facilitative processes authorized by this Ordinance do not constitute collective bargaining pursuant to RCW 41.56.030(4) or under the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq., nor in any way impact the rights of employers and employees under that Act. This measure must be interpreted to be consistent with the National Labor Relations Act and not to limit or intrude, in any way, upon the rights of employers or employees under federal labor law.
- C. Nothing in this act creates or modifies: (a) The parents' or legal guardians' right to choose and terminate the services of any child care provider that provides care for their child or children or (b) the child care facility's right to choose, direct, and terminate the services of any child care teacher or staff.
- D. Nothing in this ordinance shall require any individual or child care facility to make any payment to or associate with the provider organization. Nothing in this ordinance shall infringe on any person's rights to communicate with the City on matters of interest through all legal means.
- E. The City is directed to engage stakeholders in negotiated rulemaking in implementing this ordinance.

**NEW SECTION. Sec. 702.**

The requirements contained in this act constitute ministerial, mandatory, and nondiscretionary duties, the performance of which can be judicially compelled in an action brought by any party with standing. Should a person be required to bring suit to enforce this ordinance, and the City is found to be in violation, the City shall be responsible for reimbursement of the costs of such enforcement action, including reasonable attorneys' fees and costs.

**NEW SECTION. Sec. 703.**

If any provision of this act or its application to any person or circumstances is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected. Should any provision relating to the selection or role of the provider organization be held invalid by a court of law, the City must utilize an alternative selection method if necessary and ensure the fulfillment of all valid functions.

**NEW SECTION. Sec. 704.**

The subject of this initiative is "early learning and child care."

Initiative Sponsor Information:

Yes for Early Success  
PO Box XXXX  
Seattle, WA XXXX  
Phone - 206.322.3010  
email - XXXX  
web - XXXX

**Campaign logo  
goes here.**

Please Return Your Initiative or Contact Us At: Yes for Early Success  
PO Box XXXX  
Seattle, WA XXXX  
Phone - 206.322.3010  
email-XXXX  
web - XXXX

**Initiative 108**

**INITIATIVE PETITION FOR SUBMISSION TO THE SEATTLE CITY COUNCIL. To the City Council of The City of Seattle:**

We, the undersigned registered voters of The City of Seattle, State of Washington, propose and ask for the enactment as an ordinance of the measure known as Initiative Measure No. 108, entitled:

**XXXX (established ballot title of the measure) XXXX**

a full, true and correct copy of which is included herein, and we petition the Council to enact said measure as an ordinance; and, if not enacted within forty-five (45) days from the time of receipt thereof by the City Council, then to be submitted to the qualified electors of The City of Seattle for approval or rejection at the next regular election or at a special election in accordance with Article IV, Section 1 of the City Charter; and each of us for himself or herself says: I have personally signed this petition; I am a registered voter of The City of Seattle, State of Washington, and my residence address is correctly stated.

**WARNING:** "Ordinance 94289 provides as follows: "Section 1. It is unlawful for any person: 1. To sign or decline to sign any petition for a City initiative, referendum, or Charter amendment, in exchange for any consideration or gratuity or promise thereof; or 2. To give or offer any consideration or gratuity to anyone to induce him or her to sign or not to sign a petition for a City initiative, referendum, or Charter amendment; or 3. To interfere with or attempt to interfere with the right of any voter to sign or not to sign a petition for a City initiative, referendum, or Charter amendment petition by threat, intimidation or any other corrupt means or practice; or 4. To sign a petition for a City initiative, referendum, or Charter amendment with any other than his or her true name, or to knowingly sign more than one (1) petition for the same initiative, referendum or Charter amendment measure, or to sign any such petition knowing that he or she is not a registered voter of The City of Seattle." The provisions of this ordinance shall be printed as a warning on every petition for a City initiative, referendum, or Charter amendment. "Section 2. Any person violating any of the provisions of this ordinance shall upon conviction thereof be punishable by a fine of not more than Five Hundred Dollars (\$500) or by imprisonment in the City Jail for a period not to exceed six (6) months, or by both such fine and imprisonment.

**( \* Only Registered Seattle Voters Can Sign This Petition \* )**

<b>Petitioner's Signature</b>	<b>Petitioner's Printed Name</b>	<b>Residence Address Street and Number (if any)</b>	<b>Date Signed</b>
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**AN ACT Relating to early learning and child care**  
**BE IT ENACTED BY THE PEOPLE OF THE CITY OF SEATTLE:**

**PART I**  
**INTENT.**

**NEW SECTION: Sec. 101.**

It is the intent of the People of Seattle to increase the quality, affordability, and safety of the City's early education and child care system through: (a) establishing a \$15 minimum wage for child care teachers and staff, with support for small businesses; (b) establishing city policy that families should pay no more than ten percent of family income on child care; (c) prohibiting violent felons from being child care teachers and staff, even in a non-licensed facility; (d) requiring enhanced training for child care teachers and staff, to be provided through a training partnership between the City and workers, and (e) giving child care teachers and staff a formal role in establishing work force standards for their profession.

**PART II**

**ESTABLISHING A \$15 MINIMUM WAGE FOR CHILD CARE TEACHERS AND STAFF, WITH SUPPORT FOR SMALL BUSINESSES.**

**NEW SECTION: Sec. 201.**

A. All child care teachers and staff in the City of Seattle shall be entitled to a minimum wage of not less than fifteen dollars (\$15.00) per hour worked within the geographic boundaries in the City.

B. Beginning on January 1, 2015, the minimum wage for child care teachers and staff shall be an hourly rate of \$15.00. Beginning on January 1, 2016, and each year thereafter, this minimum wage shall increase by an amount corresponding to the prior year's increase, if any, in the Consumer Price Index for urban wage earners and clerical workers for the greater Seattle-Tacoma-Bremerton metropolitan area.

C. The minimum wage for child care teachers and staff employed by small child care providers shall phase in over a three-year period in order to afford such small businesses time to adjust. For a transition period beginning February 1, 2015 and ending December 31, 2015, the minimum wage for child care teachers and staff employed by a small child care provider shall be an hourly rate of \$11.00. Beginning January 1, 2016, the minimum wage for such employees shall increase to \$12.50. Beginning January 1, 2017, the minimum wage for such employees shall increase to \$14.00. Beginning January 1, 2018, the minimum wage for such employees shall be the regular minimum wage established pursuant to Section 201(b) of this Ordinance.

E. Should there be a conflict between the minimum wage adopted in this Ordinance and a minimum wage adopted by the City Council or another initiative, child care teachers and staff shall be entitled to the highest applicable minimum wage.

F. The minimum wage enacted in this section shall be enforceable through all mechanisms in City or State law for enforcing a City or State minimum wage, as currently existing or as may be enacted. In addition, an employer's failure to pay the minimum wage set by this section constitutes an "unfair employment practice" enforceable through the provisions of SMC chapter 14.04.

**PART III**

**ESTABLISHING CITY POLICY THAT NO FAMILY SHOULD PAY MORE THAN 10% OF INCOME ON CHILD CARE.**

**NEW SECTION: Sec. 301.**

A. It shall be the policy of the City of Seattle that early childhood education should be affordable and that no family should have to pay more than ten percent (10%) of gross family income on early education and child care. This policy is intended to increase affordability of child care in conformance with federal and expert recommendations on affordability.

B. The City shall, within twelve months of the effective date of this Ordinance, adopt goals, timelines, and milestones for implementing this affordability standard. In adopting these standards, the City shall consult with stakeholders, who at a minimum must include parents, communities of color, child advocates, low income advocates, and the provider organization.

**PART IV**

**PROHIBITING VIOLENT FELONS FROM PROVIDING PROFESSIONAL CHILD CARE, EVEN IN UNLICENSED FACILITIES.**

**NEW SECTION: Sec. 401.**

A. The People hereby declare that it is of paramount importance to protect the safety of all children in care - whether they are cared for in a licensed or unlicensed facility. Children in unlicensed care are placed at unacceptable dangers by a lack of safety regulations. This section extends one of the most basic protections of licensed care to children being cared for in unlicensed facilities.

B. It shall be a gross misdemeanor for any violent felon to provide professional child care services, whether in a licensed or unlicensed facility.

C. For the purpose of this section, "violent felon" means a person convicted of one or more of the following criminal felonies:

- (1) Child abuse or neglect, or both;
- (2) Spousal abuse;
- (3) A crime against a child, including child pornography;
- (4) The following crimes involving violence: Rape, sexual assault, homicide, assault in the first degree, assault in the second degree, or assault in the third degree involving domestic violence;
- (5) Any other crime that constitutes a disqualification from child care licensure under state law; or
- (6) Any federal or out-of-state conviction for an offense equivalent to those enumerated in (1) through (5) of this subsection.

D. For the purpose of this section, to "provide professional child care services" means to receive payment for providing child care for one or more children who are unrelated to the person providing the care.

**PART V**

**REQUIRING ENHANCED TRAINING FOR CHILD CARE TEACHERS AND STAFF, TO BE PROVIDED THROUGH A TRAINING PARTNERSHIP.**

**NEW SECTION: Section 501.**

A. Child care teachers and staff must obtain enhanced training and certification through a training partnership of the City of Seattle Early Care and Education Workforce Board. The enhanced training requirements shall be set by the City Council in consultation with the City of Seattle Early Care and Education Workforce Board.

B. The City of Seattle Early Care and Education Workforce Board shall be created to recommend policy and investment priorities regarding workforce development and training for child care teachers and staff and to serve the training functions set forth in this section. The City shall convene and fund the City of Seattle Early Care and Education Workforce Board to serve the functions set forth in this section.

C. The Mayor and the provider organization shall each appoint fifty percent of the members of the Board and may make new appointments at will. In making the appointments, the City and the provider organization shall seek to appoint persons who have a demonstrated commitment to early education and care, who reflect the ethnic, racial, and economic diversity of the City's children, and who reflect the interests of stakeholders, including parents, communities of color, child advocates, and low income communities.

D. The City of Seattle Early Care and Education Workforce Board shall establish a training partnership, jointly controlled and operated by the City of Seattle and the provider organization, that is charged with performing the following functions in the early learning and care system: (1) securing and leveraging resources for workforce development and training; and (2) delivering and/or coordinating delivery of: (a) enhanced training required under this Ordinance or by later enactment; (b) continuing education requirements; (c) new hire orientation, which shall be required for all new child care teachers and staff in child care facilities receiving public support; (d) apprenticeship and mentoring programs; (3) developing and maintaining an early learning and care substitute teachers pool; and (4) verifying that child care teachers and staff have satisfied applicable training and professional development requirements.

E. The City of Seattle Early Care and Education Workforce Board must ensure the efficient and effective use of city funds by leveraging state, federal and other funding, incentivizing employer participation, and subcontracting with existing professional development providers where appropriate.

F. The City of Seattle Early Care and Education Workforce Board must verify that child care teachers and staff have met all applicable training and professional development requirements before such teacher or staff member may deliver services in the City's Universal Pre-Kindergarten Program.

G. The Early Care and Education Workforce Board will recommend and oversee expenditures from the Small Business Early Childhood Resource Fund, which is hereby created to help small child care providers and not for profit child care providers meet and maintain standards set by the Board or otherwise required under law. The City Council shall determine the level of necessary appropriation for this purpose.

**NEW SECTION: Section 502.**

A. Successful implementation of a high quality early education and care system including Universal Pre-Kindergarten will require significant recruitment and training of child care teachers and staff. It is the intent of the voters to give child care teachers and staff a role in shaping and implementing workforce development and training programs and to increase coordination within and among these programs.

B. The City shall hire a single provider organization to facilitate communications between the City and child care teachers and staff, facilitate the expression of child care teachers and staff's interests in workforce development and training programs, and to perform other roles as set forth in this Ordinance. The City shall allow child care teachers and staff to assist in the selection of the provider organization as follows: If an organization demonstrates by written or electronic means that it has support of over 30% of child care teachers and staff, and it is the only organization to demonstrate such support, the City shall select and hire it as the provider organization. If more than one organization makes this showing, the City shall hire the organization that has shown the most support. To qualify as the provider organization, an entity must meet the following criteria or be a project of one or more entities meeting such criteria: (a) has existed for more than five years; (b) has successfully negotiated an agreement with the state or city or government agency on behalf of child care teachers and staff, which has increased wages and benefits; (c) is not dominated by advocates for employer or government interests; and (d) gives child care teachers and staff the rights to be members of the organization and to participate in the democratic control of the organization.

**PART VI**

**DEFINITIONS.**

**NEW SECTION: Sec. 601.**

The definitions in this section apply throughout this act unless the context clearly requires otherwise.

A. "Child care teachers and staff" includes all employees of a child care facility in Seattle who work on-site, including on-site supervisors and/or sole proprietors providing family child care.

B. "Child care facility" includes (1) licensed family child care homes, (2) licensed child care centers, (3) school-age programs, and (4) other facilities participating in the Seattle Universal Pre-Kindergarten Program.

C. "City" means the City of Seattle, including its departments and agencies.

D. "Provider organization" means the entity hired by the City under Section 503(B) of this Ordinance to serve the roles set forth in this Ordinance.

E. "Small child care provider" means an entity that employs 250 or fewer full time equivalents, as defined and calculated under the City of Seattle Paid Sick Time and Safe Time Ordinance, and operates a child care facility within the City of Seattle.

F. "Universal Pre-Kindergarten Program" means a City-wide pre-school program funded by the City of Seattle, including any program implementing the City's "preschool for all" initiative.

G. Definitions set forth under section 12A.28.200 of the Seattle Municipal Code apply throughout this chapter unless otherwise stated.

**PART VII**

**MISCELLANEOUS.**

**NEW SECTION: Sec. 701.**

A. The provisions of this ordinance may not be waived by agreement between an individual employee and an employer. All of the provisions of this ordinance may be superseded by a collective bargaining agreement entered into pursuant to the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq. but only if the agreement explicitly states in clear and unambiguous terms that specific provisions of this ordinance are to be superseded.

B. The facilitative processes authorized by this Ordinance do not constitute collective bargaining pursuant to RCW 41.56.030(4) or under the National Labor Relations Act, 29 U.S.C. Sec 151 et seq., nor in any way impact the rights of employers and employees under that Act. This measure must be interpreted to be consistent with the National Labor Relations Act and not to limit or intrude, in any way, upon the rights of employers or employees under federal labor law.

C. Nothing in this act creates or modifies: (a) the parents' or legal guardians' right to choose and terminate the services of any child care provider that provides care for their child or children or (b) the child care facility's right to choose, direct, and terminate the services of any child care teacher or staff.

D. Nothing in this ordinance shall require any individual or child care facility to make any payment to or associate with the provider organization. Nothing in this ordinance shall infringe on any person's rights to communicate with the City on matters of interest through all legal means.

E. The City is directed to engage stakeholders in negotiated rulemaking in implementing this ordinance.

**NEW SECTION: Sec. 702.**

The requirements contained in this act constitute ministerial, mandatory, and nondiscretionary duties, the performance of which can be judicially compelled in an action brought by any party with standing. Should a person be required to bring suit to enforce this ordinance, and the City is found to be in violation, the City shall be responsible for reimbursement of the costs of such enforcement action, including reasonable attorneys' fees and costs.

**NEW SECTION: Sec. 703.**

If any provision of this act or its application to any person or circumstances is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected. Should any provision relating to the selection or role of the provider organization be held invalid by a court of law, the City must utilize an alternative selection method if necessary and ensure the fulfillment of all valid functions.

**NEW SECTION: Sec. 704.**

The subject of this initiative is "early learning and child care."

**Initiative Sponsor Information:**

Yes for Early Success  
PO Box XXXX  
Seattle, WA XXXX  
Phone - 206.322.3010  
email - XXXX  
web - XXXX

**Campaign logo  
goes here.**

Please Return Your Initiative or Contact Us At: Yes for Early Success  
 PO Box XXXX  
 Seattle, WA XXXX  
 Phone - 206.322.3010  
 email-XXXX  
 web - XXXX

**Initiative 109**

**INITIATIVE PETITION FOR SUBMISSION TO THE SEATTLE CITY COUNCIL. To the City Council of The City of Seattle:**

We, the undersigned registered voters of The City of Seattle, State of Washington, propose and ask for the enactment as an ordinance of the measure known as Initiative Measure No. 109, entitled:

**XXXX (established ballot title of the measure) XXXX**

a full, true and correct copy of which is included herein, and we petition the Council to enact said measure as an ordinance; and, if not enacted within forty-five (45) days from the time of receipt thereof by the City Council, then to be submitted to the qualified electors of The City of Seattle for approval or rejection at the next regular election or at a special election in accordance with Article IV, Section 1 of the City Charter; and each of us for himself or herself says: I have personally signed this petition; I am a registered voter of The City of Seattle, State of Washington, and my residence address is correctly stated.

**WARNING:** "Ordinance 94289 provides as follows: "Section 1. It is unlawful for any person: 1. To sign or decline to sign any petition for a City initiative, referendum, or Charter amendment, in exchange for any consideration or gratuity or promise thereof; or 2. To give or offer any consideration or gratuity to anyone to induce him or her to sign or not to sign a petition for a City initiative, referendum, or Charter amendment; or 3. To interfere with or attempt to interfere with the right of any voter to sign or not to sign a petition for a City initiative, referendum, or Charter amendment petition by threat, intimidation or any other corrupt means or practice; or 4. To sign a petition for a City initiative, referendum, or Charter amendment with any other than his or her true name, or to knowingly sign more than one (1) petition for the same initiative, referendum or Charter amendment measure, or to sign any such petition knowing that he or she is not a registered voter of The City of Seattle." The provisions of this ordinance shall be printed as a warning on every petition for a City initiative, referendum, or Charter amendment. "Section 2. Any person violating any of the provisions of this ordinance shall upon conviction thereof be punishable by a fine of not more than Five Hundred Dollars (\$500) or by imprisonment in the City Jail for a period not to exceed six (6) months, or by both such fine and imprisonment.

(\* Only Registered Seattle Voters Can Sign This Petition \*)

Petitioner's Signature	Petitioner's Printed Name	Residence Address Street and Number (if any)	Date Signed
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**AN ACT Relating to early learning and child care  
BE IT ENACTED BY THE PEOPLE OF THE CITY OF SEATTLE:**

**PART I  
INTENT.**

**NEW SECTION. Sec. 101.**

It is the intent of the People of Seattle to increase the quality, affordability, and safety of the City's early education and child care system through: (a) establishing a \$15 minimum wage for child care teachers and staff, with support for small businesses; (b) establishing city policy that families should pay no more than ten percent of family income on child care; (c) prohibiting violent felons from being child care teachers and staff, even in a non-licensed facility; and (d) giving child care teachers and staff a formal role in establishing work force standards for their profession.

**PART II  
ESTABLISHING A \$15 MINIMUM WAGE FOR CHILD CARE TEACHERS AND STAFF, WITH  
SUPPORT FOR SMALL BUSINESS.**

**NEW SECTION. Sec. 201.**

A. All child care teachers and staff in the City of Seattle shall be entitled to a minimum wage of not less than fifteen dollars (\$15.00) per hour worked within the geographic boundaries in the City.

B. Beginning on January 1, 2015, the minimum wage for child care teachers and staff shall be an hourly rate of \$15.00. Beginning on January 1, 2016, and each year thereafter, this minimum wage shall increase by an amount corresponding to the prior year's increase, if any, in the Consumer Price Index for urban wage earners and clerical workers for the greater Seattle-Tacoma-Bremerton metropolitan area.

C. The minimum wage for child care teachers and staff employed by small child care providers shall phase in over a three year period in order to afford such small businesses time to adjust. For a transition period beginning February 1, 2015 and ending December 31, 2015, the minimum wage for child care teachers and staff employed by a small child care provider shall be an hourly rate of \$11.00. Beginning January 1, 2016, the minimum wage for such employees shall increase to \$12.50. Beginning January 1, 2017, the minimum wage for such employees shall increase to \$14.00. Beginning January 1, 2018, the minimum wage for such employees shall be the regular minimum wage established pursuant to Section 201(b) of this Ordinance.

E. Should there be a conflict between the minimum wage adopted in this Ordinance and a minimum wage adopted by the City Council or another initiative, child care teachers and staff shall be entitled to the highest applicable minimum wage.

F. The minimum wage enacted in this section shall be enforceable through all mechanisms in City or State law for enforcing a City or State minimum wage, as currently existing or as may be enacted. In addition, an employer's failure to pay the minimum wage set by this section constitutes an "unfair employment practice" enforceable through the provisions of SMC chapter 14.04.

**PART III  
ESTABLISHING CITY POLICY THAT NO FAMILY SHOULD PAY  
MORE THAN 10% OF INCOME ON CHILD CARE.**

**NEW SECTION. Sec. 301.**

A. It shall be the policy of the City of Seattle that early childhood education should be affordable and that no family should have to pay more than ten percent (10%) of gross family income on early education and child care. This policy is intended to increase affordability of child care in conformance with federal and expert recommendations on affordability.

B. The City shall, within twelve months of the effective date of this Ordinance, adopt goals, timelines, and milestones for implementing this affordability standard. In adopting these standards, the City shall consult with stakeholders, who at a minimum must include parents, communities of color, child advocates, low income advocates, and the provider organization.

**PART IV  
PROHIBITING VIOLENT FELONS FROM PROVIDING PROFESSIONAL  
CHILD CARE, EVEN IN UNLICENSED FACILITIES.**

**NEW SECTION. Sec. 401.**

A. The People hereby declare that it is of paramount importance to protect the safety of all children in care - whether they are cared for in a licensed or unlicensed facility. Children in unlicensed care are placed at unacceptable dangers by a lack of safety regulations. This section extends one of the most basic protections of licensed care to children being cared for in unlicensed facilities.

B. It shall be a gross misdemeanor for any violent felon to provide professional child care services, whether in a licensed or unlicensed facility.

C. For the purpose of this section, "violent felon" means a person convicted of one or more of the following criminal felonies:

- (1) Child abuse or neglect, or both;
- (2) Spousal abuse;
- (3) A crime against a child, including child pornography;
- (4) The following crimes involving violence: Rape, sexual assault, homicide, assault in the first degree, assault in the second degree, or assault in the third degree involving domestic violence;
- (5) Any other crime that constitutes a disqualification from child care licensure under state law; or
- (6) Any federal or out-of-state conviction for an offense equivalent to those enumerated in (1) through (5) of this subsection.

D. For the purpose of this section, to "provide professional child care services" means to receive payment for providing child care for one or more children who are unrelated to the person providing the care.

**PART V  
DEVELOPMENT AND IMPLEMENTATION OF A CHILD CARE STANDARDS AGREEMENT**

**NEW SECTION. Section 501.**

A. Successful implementation of a high quality early education and care system including Universal Pre-Kindergarten will require significant recruitment and training of child care teachers and staff. It is the intent of the voters to give child care teachers and staff a role in shaping and implementing workforce development and training programs and to increase coordination within and among these programs.

B. The City shall hire a single provider organization to facilitate communications among child care teachers and staff, facilitate the expression of child care teachers' and staff's interests in workforce development and training, and to assist in negotiating a child care standards agreement as set forth herein. The City must allow child care teachers and staff to assist in selecting the provider organization as set forth in paragraph E of this section.

C. The child care standards agreement shall address such matters that are within the control of the City and related to the City's role in workforce development for the City's subsidized child care system, including: (1) improving access to health care for child care teachers and staff; (2) standards for professional development and training, including local career and wage ladder; (3) conditions affecting recruitment and retention; (4) improving access for child care teachers and staff to retirement and benefits; (5) the manner and rate of subsidies, reimbursement by the City, and other economic support for child care providers, including tiered reimbursements; (6) the amount and mechanism for payment of the service fee; and (7) dispute resolution procedures related to (1) through (7).

D. The child care standards agreement shall be developed through negotiations between the City and a provider organization that shall be the elected representative of child care workers and staff.

E. When 20% of the employees and staff at City-subsidized child care facilities express their support by written or electronic means for an entity seeking to serve as the provider organization, the City shall conduct an election to determine whether there is majority support for such entity. The City shall cooperate with the organization seeking to serve as the provider organization to develop a fair and speedy process for electing, or subsequently deselecting or changing, the provider organization. To qualify as the provider organization, an entity must meet the following criteria or be a project of one or more entities meeting such criteria: (1) has existed for more than five years;

(2) has successfully negotiated an agreement with the state or city or government agency on behalf of child care teachers and staff, which has increased wages and benefits; (3) is not dominated by advocates for employer or government interests; and (4) gives child care teachers and staff the rights to be members of the organization and to participate in the democratic control of the organization.

F. The City and the provider organization shall jointly administer any training funds that are made available as a condition of the child care standards agreement.

G. Upon the selection of a provider organization, the City, acting through the Mayor, or the Mayor's designee, must negotiate with the providers' organization over the terms of a child care standards agreement. The agreement must provide for renegotiation every three years.

H. After a reasonable period of good faith negotiations, either party may declare impasse and trigger mediation, followed if necessary by binding arbitration, through the American Arbitration Association.

I. The Mayor must submit, as a part of the proposed budget submitted to the City Council, a request for any new appropriations necessary to implement the provisions of the child care standards agreement, and must seek any legislation necessary to implement such agreement. The City Council must approve or reject such request for funds as a whole, and if the City Council fails to approve or act on the request, the child care standards agreement must be reopened solely for the purpose of renegotiating the funds necessary to implement the agreement.

J. Child care teachers and staff shall receive enhanced training through a training partnership. The training partnership shall be a joint partnership or trust that includes the office of the Mayor and the provider organization with the capacity to provide training, peer mentoring, and workforce development. The training partnership shall provide reports as required by the City verifying that child care teachers and staff have complied with all training requirements. The provider organization shall designate the training partnership.

**PART VI  
DEFINITIONS.**

**NEW SECTION. Sec. 601.**

The definitions in this section apply throughout this act unless the context clearly requires otherwise.

A. "Child care teachers and staff" includes all employees of a City-subsidized child care facility in Seattle who work on-site, including on-site supervisors and/or sole proprietors providing family child care.

B. "Child care facility" includes (1) licensed family child care homes, (2) licensed child care centers, (3) school-age programs, and (4) other facilities participating in the Seattle Universal Pre-Kindergarten Program.

C. "Child care standards agreement" means the negotiated agreement set forth in section 501, which legally binds the City and the provider organization and applies to all child care teachers and staff at City-subsidized child care facilities.

D. "City" means the City of Seattle, including its departments and agencies.

E. "City-subsidized child care facility" means a child care facility that provides child care or early learning services under a vendor services agreement or direct contract with the City of Seattle or which otherwise obtains economic subsidies from the City of Seattle. Economic subsidies include, but are not limited to, free or under-market rent, vouchers or tuition subsidies, grants, and loans.

F. "Provider organization" means the entity hired by the City under Section 503(B) of this Ordinance to serve the roles set forth in this Ordinance.

G. "Small child care provider" means an entity that employs 250 or fewer full time equivalents, as defined and calculated under the City of Seattle Paid Sick Time and Safe Time Ordinance, and operates a child care facility within the City of Seattle.

H. "Service fee" means the fees paid by the City to the provider organization for development and implementation of a child care standards agreement or to the Training Partnership for administering or providing training to child care teachers and staff.

I. "Universal Pre-Kindergarten Program" means a City-wide pre-school program funded by the City of Seattle, including any program implementing the City's "preschool for all" initiative.

**PART VII  
MISCELLANEOUS.**

**NEW SECTION. Sec. 701.**

A. The provisions of this ordinance may not be waived by agreement between an individual employee and an employer. All of the provisions of this ordinance may be superseded by a collective bargaining agreement entered into pursuant to the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq. but only if the agreement explicitly states in clear and unambiguous terms that specific provisions of this ordinance are to be superseded.

B. The facilitative processes authorized by this Ordinance do not constitute collective bargaining pursuant to RCW 41.56.030(4) or under the National Labor Relations Act, 29 U.S.C. Sec. 151 et seq., nor in any way impact the rights of employers and employees under that Act. This measure must be interpreted to be consistent with the National Labor Relations Act and not to limit or intrude, in any way, upon the rights of employers or employees under federal labor law.

C. Nothing in this act creates or modifies: (a) The parents' or legal guardians' right to choose and terminate the services of any child care provider that provides care for their child or children or (b) the child care facility's right to choose, direct, and terminate the services of any child care teacher or staff.

D. Nothing in this ordinance shall require any individual or child care facility to make any payment to or associate with the provider organization. Nothing in this ordinance shall infringe on any person's rights to communicate with the City on matters of interest through all legal means.

E. The City is directed to engage stakeholders in negotiated rulemaking in implementing this ordinance.

**NEW SECTION. Sec. 702.**

The requirements contained in this act constitute ministerial, mandatory, and nondiscretionary duties, the performance of which can be judicially compelled in an action brought by any party with standing. Should a person be required to bring suit to enforce this ordinance, and the City is found to be in violation, the City shall be responsible for reimbursement of the costs of such enforcement action, including reasonable attorneys' fees and costs.

**NEW SECTION. Sec. 703.**

If any provision of this act or its application to any person or circumstances is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected. Should any provision relating to the selection or role of the provider organization be held invalid by a court of law, the City must utilize an alternative selection method if necessary and ensure the fulfillment of all valid functions.

**NEW SECTION. Sec. 704.**

The subject of this initiative is "early learning and child care."

**Initiative Sponsor Information:**

Yes for Early Success

PO Box XXXX

Seattle, WA XXXX

Phone - 206.322.3010

email - XXXX

web - XXXX

Supp. App. 502

**Campaign logo  
goes here.**

Please Return Your Initiative or Contact Us At: Yes for Early Success  
PO Box XXXX  
Seattle, WA XXXX  
Phone - 206.322.3010  
email-XXXX  
web - XXXX

**Initiative 110**

**INITIATIVE PETITION FOR SUBMISSION TO THE SEATTLE CITY COUNCIL. To the City Council of The City of Seattle:**

We, the undersigned registered voters of The City of Seattle, State of Washington, propose and ask for the enactment as an ordinance of the measure known as Initiative Measure No. 110, entitled:

**XXXX (established ballot title of the measure) XXXX**

a full, true and correct copy of which is included herein, and we petition the Council to enact said measure as an ordinance; and, if not enacted within forty-five (45) days from the time of receipt thereof by the City Council, then to be submitted to the qualified electors of The City of Seattle for approval or rejection at the next regular election or at a special election in accordance with Article IV, Section 1 of the City Charter; and each of us for himself or herself says: I have personally signed this petition; I am a registered voter of The City of Seattle, State of Washington, and my residence address is correctly stated.

**WARNING:** "Ordinance 94289 provides as follows: "Section 1. It is unlawful for any person: 1. To sign or decline to sign any petition for a City initiative, referendum, or Charter amendment, in exchange for any consideration or gratuity or promise thereof; or 2. To give or offer any consideration or gratuity to anyone to induce him or her to sign or not to sign a petition for a City initiative, referendum, or Charter amendment; or 3. To interfere with or attempt to interfere with the right of any voter to sign or not to sign a petition for a City initiative, referendum, or Charter amendment petition by threat, intimidation or any other corrupt means or practice; or 4. To sign a petition for a City initiative, referendum, or Charter amendment with any other than his or her true name, or to knowingly sign more than one (1) petition for the same initiative, referendum or Charter amendment measure, or to sign any such petition knowing that he or she is not a registered voter of The City of Seattle." The provisions of this ordinance shall be printed as a warning on every petition for a City initiative, referendum, or Charter amendment. "Section 2. Any person violating any of the provisions of this ordinance shall upon conviction thereof be punishable by a fine of not more than Five Hundred Dollars (\$500) or by imprisonment in the City Jail for a period not to exceed six (6) months, or by both such fine and imprisonment.

**( \* Only Registered Seattle Voters Can Sign This Petition \* )**

<b>Petitioner's Signature</b>	<b>Petitioner's Printed Name</b>	<b>Residence Address Street and Number (if any)</b>	<b>Date Signed</b>
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**AN ACT Relating to early learning and child care**  
**BE IT ENACTED BY THE PEOPLE OF THE CITY OF SEATTLE:**

**PART I**  
**INTENT.**

**NEW SECTION. Sec. 201.**

It is the intent of the People of Seattle to increase the quality, affordability, and safety of the City's early education and child care system through: (a) guaranteeing parent choice and high quality in the City's Universal Pre-Kindergarten Program by giving current educators and providers training and an opportunity to participate in the UPK system; (b) establishing city policy that families should pay no more than ten percent of family income on child care; (c) prohibiting violent felons from being child care teachers and staff, even in a non-licensed facility; (d) requiring enhanced training for child care teachers and staff, to be provided through a training partnership between the City and workers, and (e) giving child care teachers and staff a formal role in establishing work force standards for their profession.

**PART II**  
**GUARANTEEING PARENT CHOICE AND HIGH QUALITY IN THE**  
**CITY'S UNIVERSAL PRE-KINDERGARTEN PROGRAM.**

**NEW SECTION. Sec. 201.**

- A. The City must preserve parent choice by giving the City's existing child care facilities and early educators the opportunity to participate in the City's Universal Pre-Kindergarten ("UPK") Program through (1) training the existing early education workforce to meet all standards for the UPK Program; and (2) maintaining a mixed delivery system for the UPK Program.
- B. The City must provide all licensed child care facilities the opportunity to participate in delivery of the City's UPK Program, provided they meet all applicable quality and training standards.
- C. The City must offer sufficient training to allow current teachers in child care facilities the opportunity to become teachers in the City's UPK Program.
- D. The salary range and benefits provided to teachers in the City's UPK Program must be substantially equivalent to those provided to public Kindergarten teachers in the City of Seattle.
- E. Nothing in this initiative limits the City's authority to set standards for teachers and child care facilities participating in the City's UPK Program. Before any such standards can take effect, the City must provide training, scholarships, and other resources to allow current teachers in child care facilities and existing child care facilities to timely meet such standards.

**PART III**  
**ESTABLISHING CITY POLICY THAT NO FAMILY SHOULD PAY**  
**MORE THAN 10% OF INCOME ON CHILD CARE.**

**NEW SECTION. Sec. 301.**

- A. It shall be the policy of the City of Seattle that early childhood education should be affordable and that no family should have to pay more than ten percent (10%) of gross family income on early education and child care. This policy is intended to increase affordability of child care in conformance with federal and expert recommendations on affordability.
- B. The City shall, within twelve months of the effective date of this Ordinance, adopt goals, timelines, and milestones for implementing this affordability standard. In adopting these standards, the City shall consult with stakeholders, who at a minimum must include parents, communities of color, child advocates, low income advocates, and the provider organization.

**PART IV**  
**PROHIBITING VIOLENT FELONS FROM PROVIDING PROFESSIONAL**  
**CHILD CARE, EVEN IN UNLICENSED FACILITIES.**

**NEW SECTION. Sec. 401.**

- A. The People hereby declare that it is of paramount importance to protect the safety of all children in care - whether they are cared for in a licensed or unlicensed facility. Children in unlicensed care are placed at unacceptable dangers by a lack of safety regulations. This section extends one of the most basic protections of licensed care to children being cared for in unlicensed facilities.
- B. It shall be a gross misdemeanor for any violent felon to provide professional child care services, whether in a licensed or unlicensed facility.
- C. For the purpose of this section, "violent felon" means a person convicted of one or more of the following criminal felonies:
- (1) Child abuse or neglect, or both;
  - (2) Spousal abuse;
  - (3) A crime against a child, including child pornography;
  - (4) The following crimes involving violence: Rape, sexual assault, homicide, assault in the first degree, assault in the second degree, or assault in the third degree involving domestic violence;
  - (5) Any other crime that constitutes a disqualification from child care licensure under state law; or
  - (6) Any federal or out-of-state conviction for an offense equivalent to those enumerated in (1) through (5) of this subsection.
- D. For the purpose of this section, to "provide professional child care services" means to receive payment for providing child care for one or more children who are unrelated to the person providing the care.

**PART V**  
**REQUIRING ENHANCED TRAINING FOR CHILD CARE TEACHERS AND STAFF,**  
**TO BE PROVIDED THROUGH A TRAINING PARTNERSHIP.**

**NEW SECTION. Section 501.**

- A. Child care teachers and staff must obtain enhanced training and certification through the Professional Development Institute. The enhanced training requirements shall be set by the City Council in consultation with the City of Seattle Early Care and Education Workforce Board.
- B. The City, acting through the Mayor, shall cooperate with the provider organization to establish the Professional Development Institute, which shall be a training partnership jointly controlled and operated by the City of Seattle and the provider organization.
- C. The Professional Development Institute shall be charged with performing the following functions in the early learning and care system: (1) securing and leveraging resources for workforce development and training; and (2) delivering and/or coordinating delivery of: (a) enhanced training required under this Ordinance or by later enactment; (b) continuing education requirements; (c) new hire orientation, which shall be required for all new child care teachers and staff in child care facilities receiving public support; (d) apprenticeship and mentoring programs; (3) developing and maintaining an early learning and care substitute teachers pool; and (4) verifying that child care teachers and staff have satisfied applicable training and professional development requirements.
- D. The Professional Development Institute must ensure the efficient and effective use of city funds by leveraging state, federal and other funding, incentivizing employer participation, and subcontracting with existing professional development providers where appropriate. The City shall fund the Professional Development Institute to provide the services set forth in this section.
- E. The Professional Development Institute must verify that child care teachers and staff have met all applicable training and professional development requirements before such teacher or staff member may deliver services in the City's Universal Pre-Kindergarten Program.

**NEW SECTION. Section 502.**

- A. The City of Seattle Early Care and Education Workforce Board shall be created to recommend policy and investment priorities regarding workforce development and training for child care teachers and staff and to oversee the Professional Development Institute. The City shall convene and support the Board to serve the functions set forth in this section.

- B. The Mayor and the provider organization shall each appoint fifty percent of the members of the Board and may make new appointments at will. In making the appointments, the City and the provider organization shall seek to appoint persons who have a demonstrated commitment to early education and care, who reflect the ethnic, racial, and economic diversity of the City's children, and who reflect the interests of stakeholders, including parents, communities of color, child advocates, and low income communities.

C. The Early Care and Education Workforce Board will recommend and oversee expenditures from the Small Business Early Childhood Resource Fund, which is hereby created to help small child care providers and not for profit child care providers meet and maintain standards set by the Board or otherwise required under law. The City Council shall determine the level of necessary appropriation for this purpose.

**NEW SECTION. Section 503.**

- A. Successful implementation of a high quality early education and care system including Universal Pre-Kindergarten will require significant recruitment and training of child care teachers and staff. It is the intent of the voters to give child care teachers and staff a role in shaping and implementing workforce development and training programs and to increase coordination within and among these programs.
- B. The City shall hire a single provider organization to facilitate communications between the City and child care teachers and staff, facilitate the expression of child care teachers and staff's interests in workforce development and training programs, and to perform other roles as set forth in this Ordinance. The City shall allow child care teachers and staff to assist in the selection of the provider organization as follows: If an organization demonstrates by written or electronic means that it has support of over 30% of child care teachers and staff; and it is the only organization to demonstrate such support, the City shall select and hire it as the provider organization. If more than one organization makes this showing, the City shall hire the organization that has shown the most support. To qualify as the provider organization, an entity must meet the following criteria or be a project of one or more entities meeting such criteria: (a) has existed for more than five years; (b) has successfully negotiated an agreement with the state or city or government agency on behalf of child care teachers and staff, which has increased wages and benefits; (c) is not dominated by advocates for employer or government interests; and (d) gives child care teachers and staff the rights to be members of the organization and to participate in the democratic control of the organization.

**PART VI**  
**DEFINITIONS.**

**NEW SECTION. Sec. 601.**

The definitions in this section apply throughout this act unless the context clearly requires otherwise.

- A. "Child care teachers and staff" includes all employees of a child care facility in Seattle who work on-site, including on-site supervisors and/or sole proprietors providing family child care.
- B. "Child care facility" includes (1) licensed family child care homes, (2) licensed child care centers, (3) school-age programs, and (4) other facilities participating in the Seattle Universal Pre-Kindergarten Program.
- C. "City" means the City of Seattle, including its departments and agencies.
- D. "Provider organization" means the entity hired by the City under Section 503(B) of this Ordinance to serve the roles set forth in this Ordinance.
- E. "Universal Pre-Kindergarten Program" means a City-wide pre-school program funded by the City of Seattle, including any program implementing the City's "preschool for all" initiative.

**PART VII**  
**MISCELLANEOUS.**

**NEW SECTION. Sec. 701.**

- A. The provisions of this ordinance may not be waived by agreement between an individual employee and an employer. All of the provisions of this ordinance may be superseded by a collective bargaining agreement entered into pursuant to the National Labor Relations Act, 29 U.S.C. Sec. 151 et. seq, but only if the agreement explicitly states in clear and unambiguous terms that specific provisions of this ordinance are to be superseded.
- B. The facilitative processes authorized by this Ordinance do not constitute collective bargaining pursuant to RCW 41.56.030(4) or under the National Labor Relations Act, 29 U.S.C. Sec 151 et seq, nor in any way impact the rights of employers and employees under that Act. This measure must be interpreted to be consistent with the National Labor Relations Act and not to limit or intrude, in any way, upon the rights of employers or employees under federal labor law.
- C. Nothing in this act creates or modifies: (a) The parents' or legal guardians' right to choose and terminate the services of any child care provider that provides care for their child or children or (b) the child care facility's right to choose, direct, and terminate the services of any child care teacher or staff.
- D. Nothing in this ordinance shall require any individual or child care facility to make any payment to or associate with the provider organization. Nothing in this ordinance shall infringe on any person's rights to communicate with the City on matters of interest through all legal means.
- E. The City is directed to engage stakeholders in negotiated rulemaking in implementing this ordinance.

**NEW SECTION. Sec. 702.**

The requirements contained in this act constitute ministerial, mandatory, and nondiscretionary duties, the performance of which can be judicially compelled in an action brought by any party with standing. Should a person be required to bring suit to enforce this ordinance, and the City is found to be in violation, the City shall be responsible for reimbursement of the costs of such enforcement action, including reasonable attorneys' fees and costs.

**NEW SECTION. Sec. 703.**

If any provision of this act or its application to any person or circumstances is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected. Should any provision relating to the selection or role of the provider organization be held invalid by a court of law, the City must utilize an alternative selection method if necessary and ensure the fulfillment of all valid functions.

**NEW SECTION. Sec. 704.**

The subject of this initiative is "early learning and child care"

**Initiative Sponsor Information:**

Yes for Early Success  
PO Box XXXX  
Seattle, WA XXXX  
Phone - 206.322.3010  
email - XXXX  
web - XXXX

**FILED**  
KING COUNTY, WASHINGTON

APR 2 2014

SUPERIOR COURT CLERK  
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No hearing set  
 Hearing is set  
Date: Wednesday, April 2  
Time: 1:30 pm  
Hon. Helen Halpert

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON  
FOR KING COUNTY

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110

) Case No. 14-2-08551-6  
) ~~PROPOSED ALTERNATIVE~~ <sup>hh</sup>  
) ORDER ON PETITION TO APPEAL  
) BALLOT TITLES FOR SEATTLE  
) INITIATIVES 107-110  
)

WHEREAS, pursuant to RCW 29A.72.080, petitioner Laura Chandler appealed the ballot title and ballot measure summary formulated by the City Attorney for the City of Seattle for Initiative Measure Nos. 107-110, and filed a petition demonstrating a alleged prejudicial inaccuracy in the titles and summaries; and

WHEREAS Petitioner proposed amendments to remove such ambiguity; and

Now, therefore, the Court being fully advised, hereby ORDERS that the ballot titles for Initiatives 107 to 110 shall be amended to read as follows:

PROPOSED ORDER - 1

Smith & Lowney, P.L.L.C.  
2317 E. John St  
Seattle, WA 98112  
(206) 860-2883

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**Initiative Measure Number 107:**

hh  
The City of Seattle Initiative Measure Number 107 concerns ~~public support and regulation of~~ early learning and child care. standards for

If enacted, the measure would establish a \$15 minimum wage for childcare workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training and certification through a training institute; create a workforce board and establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

Should this measure be enacted into law?  
Yes  
No

**Initiative Measure Number 108:**

hh  
The City of Seattle Initiative Measure Number 108 concerns ~~public support and regulation of~~ early learning and child care. standards for

If enacted, the measure would establish a \$15 minimum wage for child-care workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training through a City partnership; create a workforce board and establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

Should this measure be enacted into law?  
Yes  
No

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**Initiative Measure Number 109:**

hh

The City of Seattle Initiative Measure Number 109 concerns ~~public support and regulation of~~ early learning and child care.

hh standards for

If enacted, the measure would establish a \$15 minimum wage for childcare workers (phased in over three years for employers with under 250 employees); seek to reduce childcare costs to 10% or less of family income; prohibit violent felons from providing professional childcare; require enhanced training through a City partnership; and hire an organization to facilitate communication between the City and childcare workers and negotiate a child-care standards agreement that applies to childcare providers in city subsidized facilities.

Should this measure be enacted into law?

Yes

No

**Initiative Measure Number 110:**

hh

The City of Seattle Initiative Measure Number 110 concerns ~~public support and regulation and support of~~ early learning and child care.

hh standards for

If enacted, the measure would allow child-care facilities to participate in Seattle's Universal PreKindergarten Program, requiring teacher compensation comparable to those of Seattle School District kindergarten teachers; seek to reduce child-care costs to 10% or less of family income; prohibit violent felons from providing professional childcare; establish a training institute; create a workforce education board; establish a fund to help providers meet standards; and hire an organization to facilitate communication between the City and childcare workers.

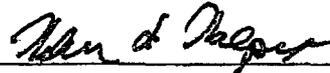
Should this measure be enacted into law?

Yes

No

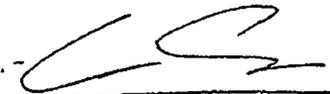
1 This order is directed to and binds  
2 King County.  
3 In all other respects the ballot title meets legal requirements and no other changes are  
4 required.

5 Entered in open court this 2 day of April, 201<sup>4</sup>~~2~~.

6   
7  
8 Helen Halpert  
Superior Court Judge

9 Presented by:  
10 Smith & Lowney, P.L.L.C.

11 By:   
12 Knoll D. Lowney, WSBA # 23457  
13 Attorney for Petitioner

14   
15 Gary Smith # 29718  
16 Attorney for City of Seattle  
17  
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23

HONORABLE HELEN HALPERT  
Noted for Hearing: Friday, July 25, 2014  
ORAL ARGUMENT REQUESTED

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON

IN AND FOR THE COUNTY OF KING

IN RE: BALLOT TITLE APPEAL OF  
CITY OF SEATTLE INITIATIVES 107-  
110

No. 14-2-08551-6

RESPONDENT CITY OF  
SEATTLE'S MOTION FOR RELIEF  
FROM ORDER AND FOR JOINT  
BALLOT TITLE

**I. INTRODUCTION AND RELIEF REQUESTED**

Cities, including charter cities such as Seattle, can exercise only such powers that are granted by the Constitution or State Legislature. The State Legislature has granted charter cities the authority to adopt an initiative and referendum process. RCW 35.22.200. But the State Legislature has also imposed restrictions on how that initiative and referendum power must be exercised. Specifically, the State Legislature has directed the form of ballot title that cities must use in different circumstances. RCW 29A.36.071, 29A.72.050.

This Court previously adjudicated the ballot title, including a statement of subject, for Initiative 107 ("I-107"). Dkt. No. 10. Subsequently, pursuant to the Seattle City Charter ("Charter"), I-107 was submitted to the Seattle City Council ("Council"). The Council exercised its power under the Charter to reject I-107 and propose its own preschool ordinance as an alternative ballot measure on the same subject. In such a circumstance, state law requires the two measures be presented on the ballot together, as alternatives, using a joint ballot title in a specified format. RCW 29A.36.071, 29A.72.050. Pursuant to CR 60, in light of the changed

RESPONDENT CITY OF SEATTLE'S MOTION FOR  
RELIEF FROM ORDER - 1

PACIFICA LAW GROUP LLP  
1191 SECOND AVENUE  
SUITE 2100  
SEATTLE, WASHINGTON 98101  
TELEPHONE: (206) 245-1700  
FACSIMILE: (206) 245-1750

1 circumstance of the Council's action and the state law requirement, the City respectfully requests  
2 relief from the Court's prior ballot title order and entry of an order that the ballot title for the two  
3 measures use the form specified in the RCW.

## 4 II. STATEMENT OF FACTS

### 5 A. The City researches and starts to develop a preschool plan.

6 On September 18, 2013, the Council adopted Resolution 31478, which established a  
7 formal goal of developing and instituting a high-quality preschool program for three- and four-  
8 year-old children in Seattle. *See* Decl. of Gary Smith ("Smith Decl."), Ex. A § 1. The  
9 Resolution directed the Office for Education ("OFE") to consult relevant experts and  
10 stakeholders and to present a proposed plan to the Council. *Id.* § 4.

11 OFE proceeded to develop a research-based proposal in consultation with numerous  
12 stakeholders. *See* Decl. of Erica K. Johnson ("Johnson Decl."), ¶¶ 3-7. The City hired a  
13 consultant to conduct an in-depth study, brought in early learning experts from around the  
14 country to present their research and findings, and also organized visits to cities that have  
15 successfully launched universal preschool programs to learn best practices. *Id.*, ¶¶ 3, 5. OFE  
16 also conducted broad community outreach, conducting focused workgroups and holding  
17 individualized meetings with over 80 organizations, including preschool providers, unions,  
18 educational coalitions, and others. *Id.*, ¶ 4.

### 19 B. The City and labor groups meet to discuss the contents of the preschool plan.

20 Beginning in February 2014, the City held a series of meetings and discussions about the  
21 forthcoming preschool plan with "Kids First," a joint labor partnership of Service Employees  
22 International Union Local 925 ("SEIU 925") and American Federation of Teachers -  
23 Washington. *See* Decl. of Rebecca Johnson Arledge ("Arledge Decl."), ¶¶ 2-3. The goal of  
24 these meetings was for organized labor to provide input on the City's proposed preschool plan so  
25 that the City could propose a broadly supported plan related to early learning to voters in the fall.  
*Id.*, ¶ 4. Kids First requested, among other things, that the City's plan include provisions

1 addressing adequate compensation for providers, affordability of the program, meaningful  
2 participation of Kids First in training and professional development, and that the City hire a  
3 “provider organization” (understood to be Kids First or SEIU 925) as facilitator of the City’s  
4 communications with providers. *Id.*, ¶¶ 5-10.

5  
6 **C. Kids First files Initiative 107 and requests that the City incorporate its contents into  
the City’s preschool plan.**

7 On March 11, 2014, Kids First filed a petition form for I-107. Smith Decl., Ex. B. The  
8 initiative’s subject was self-described as “early learning and child care.” *Id.*, § 704.

9 I-107 proposes standards that would apply to, among others, any facilities participating in  
10 “a City-wide pre-school program,” including “any program implementing the City’s ‘preschool  
11 for all’ initiative.” *Id.*, § 601. I-107 would set requirements for teacher training, professional  
12 development and certification, tuition, and teacher compensation and communications that would  
13 apply to any City preschool program. *Id.*, §§ 101-503. I-107 also would require that the City  
14 hire a private “provider organization” to oversee and have input on such matters. *Id.* Teachers  
15 and staff would be required to obtain certification from this private organization in order to  
16 “deliver services in the City’s [preschool program].” *Id.*, § 501. The “provider organization”  
17 must have existed for more than five years, have already successfully “negotiated an agreement”  
18 increasing wages and benefits for child care teachers and staff, not be “dominated by advocates  
19 for employer or government interests,” and offer controlling membership to teachers and staff.  
20 *Id.*, § 503. SEIU 925 and Kids First are two of the very few, if not the only, organizations that  
21 would qualify. *See* Arledge Decl., ¶ 10.

22 Once filed, I-107 provided the framework for Kids First’s demands in their discussions  
23 with the City. Kids First made clear that if the City did not integrate similar provisions into its  
24 preschool plan, Kids First would move forward with placing I-107 on the ballot. *Id.*, ¶ 9.

25 Indeed, at the time, a spokesperson for the I-107 campaign stated that “the newly launched  
initiative push . . . will only be necessary if the City Council fails to develop a universal pre-k

1 plan that teachers find adequate” and that the initiative “is about the future of early childcare in  
2 Seattle and who decides how it will work.”<sup>1</sup> The I-107 campaign further emphasized: “The  
3 citizen initiative would also set training and other important standards through a Professional  
4 Development Institute to ensure the City Council’s much anticipated Universal Pre-K program  
5 succeeds. . . . Yes for Early Success, a campaign launched in part by Kids First, SEIU 925 and  
6 AFT-WA, is committed to making sure the City Council’s program is a success for all of  
7 Seattle’s children by supporting proposals that [include the Initiative’s contents].”<sup>2</sup> Indeed, in  
8 launching the signature drive for I-107, the campaign stated that the Initiative was about putting  
9 teachers and staff “at the table to design the new Universal Pre-K system”.<sup>3</sup>

10 Ultimately, the City did not agree to incorporate I-107’s language into the City’s  
11 Preschool Plan, preferring instead to move forward with the elements of the preschool plan as  
12 designed by the City. *Id.*, ¶ 11.

13 **D. Ballot title challenge.**

14 The City Attorney submitted to the City Clerk an officially formulated ballot title for I-  
15 107, describing the subject as “public support and regulation of early learning and child care.”  
16 Smith Decl., Ex. E.<sup>4</sup> On March 26, 2014, Petitioner filed an appeal challenging the formulated  
17 ballot title. *See* Dkt. No. 1. Petitioner requested that the subject of I-107 be changed to “early  
18 learning and childcare.” *Id.* at 3. This Court did not adopt Petitioner’s suggested language, but  
19 on April 2, 2014, ordered that the statement of subject be amended to “support and standards for  
20

21  
22 <sup>1</sup> Matt Driscoll, *With Initiative Push, Seattle Pre-K Teachers Jockey For Position and Pay*, SEATTLE WEEKLY (Apr.  
23 3, 2014), available at <http://www.seattleweekly.com/news/thedailyweekly/951978-129/with-initiative-push-seattle-pre-k-teachers> (last visited July 15, 2014) (emphasis added). A copy of this article is attached for the Court’s  
24 convenience as Exhibit C to the Smith Decl.

25 <sup>2</sup> Yes for Early Success, *Pre-K, Child Care Teachers Rallying For \$15/hour, Training Standards* (Mar. 29, 2014),  
available at <http://www.yesforearlysuccess.com/news/pre-k-child-care-teachers-rallying-for-15hour-training-standards> (last visited July 15, 2014) (emphasis added). A copy of this press release is attached for the Court’s  
convenience as Exhibit D to the Smith Decl.

<sup>3</sup> *Id.*

<sup>4</sup> A ballot title consists of a statement of subject (10 words or less), a concise description (75 words or less) and a question. RCW 29A.36.071(1)

1 early learning and child care.” Dkt. No. 10 at 2. The Court did not amend the concise  
2 description of the measure. *See id.*

3 The sponsors of I-107 proceeded to collect and submit signatures in support of I-107 for  
4 presentation to the Council. Smith Decl., Ex. F at 1. On June 11, 2014, the City Clerk  
5 confirmed that the signatures submitted in support of I-107 were sufficient for presentation of the  
6 measure to the Council pursuant to Charter Article IV, § 1.B. *Id.*, Ex. G.

7 **E. The Council adopts its preschool plan as an alternative measure to I-107.**

8 On June 23, 2014, pursuant to its powers under the Charter, the Council rejected I-107.  
9 *Id.*, Ex. H. After rejecting I-107, the Council adopted Council Bill 118114—now Ordinance  
10 124509—which submits to voters the Council’s proposed “comprehensive approach” to early  
11 learning (the “Preschool Plan”). *Id.*, Ex. I. The Preschool Plan would establish a City-wide  
12 early learning program and fund it through a property tax levy. *Id.* It would set standards for  
13 teacher training, professional development and certification, tuition, employee compensation,  
14 and communications. *Id.* §§ 1, 5-7, 10, Attach. A. At the same time, the Preschool Plan would  
15 give discretion to the City to develop such standards further and to adjust “[p]olicy, funding  
16 priorities and specific requirements” over time. *Id.* §§ 1, 8.

17 The Preschool Plan also would establish an Oversight Committee to monitor the  
18 preschool program and provide official recommendations. *Id.* § 7. The Oversight Committee  
19 would be authorized to consult with the City on the continuing development of standards  
20 governing tuition and teacher training, professional development and certification. *Id.* §§ 1, 7.

21 In rejecting I-107 and adopting the Preschool Plan, the Council explained that it was  
22 proposing “an alternative measure dealing with the same subject” as I-107, noted that the two  
23 measures “conflict in several particulars,” and directed that both measures be placed “in  
24 conjunction” on the November 4, 2014 ballot “in accordance with applicable law.” *Id.*, Ex. K §§  
25 2-5.

1 **F. The City Attorney formulates a new joint ballot title to comply with the RCW.**

2 Pursuant to state law, the City Attorney has formulated a proposed joint ballot title for the  
3 Preschool Plan and I-107 as alternative ballot measures using the ballot title form required by  
4 RCW 29A.72.050.<sup>5</sup> This joint ballot title includes a statement of subject that describes both  
5 measures as concerning “early learning programs and providers of such services for children.”  
6 The joint ballot title uses the 75-word concise description this Court previously approved to  
7 describe I-107, with a separate concise description to describe the Preschool Plan.

8 **III. STATEMENT OF ISSUES**

9 Does the Council’s rejection of I-107 and adoption of an alternative measure  
10 warrant relief from the Court’s prior order regarding the ballot title for I-107, so that a  
11 joint ballot title may be used in accordance with state law?

12 **IV. EVIDENCE RELIED UPON**

13 This motion relies upon the Declarations of Gary Smith, Erica K. Johnson, and Rebecca  
14 Johnson Arledge, the exhibits attached thereto, and all other documents on file in this action.

15 **V. AUTHORITY**

16 **A. The City is required by state law to use a joint ballot title for any proposed initiative**  
17 **with a legislative alternative.**

18 In Seattle, once an initiative receives sufficient signatures to qualify for the ballot it is  
19 forwarded to the Council. Charter art. IV, § 1.B. The Council may then take one of three  
20 actions. First, it can adopt the initiative and enact it into law. Charter art. IV, § 1.C. Second, it  
21 can reject the initiative, which has the effect of placing the initiative on the ballot to be voted on  
22 by the people. *Id.* Third, it can reject the initiative and propose a different measure on the same  
23 subject as an alternative. *Id.* Both the initiative and the alternative are then placed on the same  
24  
25

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<sup>5</sup> A copy of the City’s proposed joint ballot title is attached as Ex. L to the Smith Decl.

1 ballot to be voted on by the people. Charter art. IV, § 1.D. Here, the Council rejected I-107 and  
2 proposed the Preschool Plan as an alternative.<sup>6</sup>

3 Washington law imposes certain “procedural requirements for initiatives,” including “a  
4 ballot title form that local initiatives are to follow.” *Mukilteo Citizens for Simple Gov’t v. City of*  
5 *Mukilteo*, 174 Wn.2d 41, 48-49, 272 P.3d 227 (2012). In particular, state law requires that the  
6 ballot title for “any . . . question submitted to the voters of a local government . . . conform with  
7 the requirements and be displayed substantially as provided under RCW 29A.72.050.” RCW  
8 29A.36.071. The referenced statute provides that for any initiative “for which the legislature has  
9 proposed an alternative” there must be a joint ballot title that substantially follows the form laid  
10 out in the statute. RCW 29A.72.050(3). The measures must first be presented with a joint  
11 statement of subject, not to exceed ten words. RCW 29A.72.050(1), (3). Alternative concise  
12 descriptions of each measure then must be presented, not to exceed 75 words each. RCW  
13 29A.72.050(3), 29A.36.071(1). The voters then must be asked whether either of the measures  
14 should be enacted, and if one were to be enacted, which one it should be. RCW 29A.72.050(3).

15 “A general law enacted by the Legislature is superior to, and supersedes, all charter  
16 provisions inconsistent therewith.” *Neils v. City of Seattle*, 185 Wash. 269, 276, 53 P.2d 848  
17 (1936). Indeed, the Washington Constitution is clear that “cities or towns heretofore or hereafter  
18 organized, and all charters thereof framed or adopted by authority of this Constitution shall be  
19 subject to and controlled by general laws.” Const. art. XI, § 10; *see also Martin v. Tollefson*, 24  
20 Wn.2d 211, 217, 163 P.2d 594 (1945) (same). Here, the legislature has determined by enactment  
21 of a general law that the City must follow a specific ballot title form where an initiative to the  
22 legislative body is rejected and an alternative proposed. RCW 29A.36.071.

23 The legislature’s ballot title formulation for when an initiative and a proposed legislative  
24 alternative are jointly placed on the ballot moreover conforms with the Charter’s provision  
25

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<sup>6</sup> This process is analogous to the process for statewide “initiatives to the legislature” as specified in the state constitution. Const. art. II, § 1(a). Unlike the state constitutional framework, the Charter allows for only initiatives to the legislative body and does not allow for initiatives directly to the people.

1 stating that when the Council proposes an alternative to an initiative, and both receive majority  
2 approval, the proposal with higher affirmative votes is enacted. Charter art. IV, § 1.G. With the  
3 joint ballot title, voters are expressly informed that they are voting on conflicting measures, only  
4 one of which may be adopted. The RCW form allows voters to be informed at the outset of the  
5 choice before them. And if a majority approves, the proposal that receives the higher number of  
6 votes is adopted and the other rejected. In sum, a joint ballot title is required by the RCW and  
7 makes the voting decision under the Charter clear to the electorate.

8 **B. The Preschool Plan and I-107 are conflicting alternative measures.**

9 The Council, in rejecting I-107 and putting forth the City's Preschool Plan, determined  
10 that the Preschool Plan is an "alternative measure on the same subject" as I-107. Smith Decl.,  
11 Ex. I § 14; Ex. K § 2. The Council should be granted deference in this determination. *Cf.*  
12 *Washington State Farm Bureau Fed'n v. Reed*, 154 Wn.2d 668, 675, 115 P.3d 301 (2005)  
13 (legislative declarations of emergency that render laws immune from referendum given  
14 substantial deference by courts).

15 Regardless, there is no doubt that both measures concern the same subject of early  
16 learning. The Preschool Plan is a proposed "comprehensive approach" to early learning. Smith  
17 Decl., Ex. I § 1. Likewise, the text of I-107 states, and the proponents of I-107 have argued to  
18 this Court, that I-107 concerns "early learning". *Id.*, Ex. B § 704; Dkt. No. 1. Further, I-107  
19 contains multiple references to the City's "Preschool for All" and "Universal Pre-Kindergarten  
20 Program" that make it clear the Initiative is designed to, and would in fact, apply to the City's  
21 Preschool Program. Smith Decl., Ex. B §§ 501, 503, 601. And Kids First's actions during its  
22 meetings with the City reveal that the goal of I-107's sponsors all along was to have the contents  
23 of I-107 incorporated into the City's Preschool Plan. Arledge Decl., ¶¶ 5-10; *see also supra*,  
24 footnotes 1-2.

25 The Preschool Plan and I-107 are also "different measures" that conflict in numerous  
particulars. Charter art. IV, §§ 1.D, 1.G. Alternative ballot measures may diverge in numerous

1 respects notwithstanding their common subject. *See Kreidler v. Eikenberry*, 111 Wn.2d 828,  
2 841, 766 P.2d 438 (1989) (Andersen, J., dissenting) (noting that alternative measures had 26  
3 versus 70 sections and that “[s]ome of the provisions in the two measures [were] essentially the  
4 same but many [were] not”). Here, the Preschool Plan and I-107 present numerous key conflicts  
5 related to early learning.

6 First, a major component of the City’s Preschool Plan is significant, ongoing professional  
7 development support for teachers through training, continuing education, and intensive coaching.  
8 Smith Decl., Ex. I §§ 1, 5, Attach. A at 15; Johnson Decl., ¶ 12. Indeed, the Preschool Plan  
9 includes an embedded professional development coaching model to ensure adequate training and  
10 continuing education of teachers on an ongoing basis, to be administered by the City in  
11 consultation with the Oversight Committee. Johnson Decl., ¶ 12. The City (through OFE)  
12 would oversee and provide coaches to give individualized on-site training to service providers on  
13 an ongoing basis. *Id.* This approach to professional development and training was identified as  
14 the most effective based on relevant research and key to ensuring high-quality preschool  
15 services. *Id.* Further, the Preschool Plan includes standards for teacher and staff education  
16 requirements—such as a Bachelor’s Degree in Early Childhood Education for lead teachers  
17 along with a waiver process for case-by-case exceptions—that the City determined were the  
18 most appropriate certification requirements for the programs to which levy funds may be applied.  
19 *Id.*, ¶ 13; Smith Decl., Ex. I, Attach. A at 14.

20 In contrast, I-107 requires all preschool teachers and staff to obtain “enhanced training  
21 and certification” through a new “Professional Development Institute”. Smith Decl., Ex. B §§  
22 501-503. I-107 requires that the City hire a “provider organization” that jointly controls the  
23 Professional Development Institute, and the term “provider organization” is defined to heavily (if  
24 not entirely) favor I-107’s sponsors (Kids First and SEIU 925). *Id.* Through the Professional  
25 Development Institute, the “provider organization” exercises joint control over implementing  
most workforce development and training for preschool teachers and staff, including enhanced

1 training and certification, continuing education requirements, new hire orientations,  
2 apprenticeship and mentoring programs, creating a substitute teacher pool, and verifying all  
3 preschool teachers and staff have satisfied training and professional development requirements.  
4 *Id.* Further, I-107 states that no teachers or staff may provide services under the City's Preschool  
5 Plan until they have completed the Initiative's professional development and certification  
6 requirements. *Id.* Under I-107, the City no longer would control these key aspects of teacher  
7 support and training.<sup>7</sup>

8 Second, the Preschool Plan establishes a policy of "free tuition for children from families  
9 earning at or below 300% of the federal poverty level," with "tuition on a sliding scale" for  
10 wealthier families, and with "at least some level of subsidy for all families." Smith Decl., Ex. I §  
11 1. In contrast, I-107 requires implementation of a policy "that no family should have to pay  
12 more than [10%] of gross family income on early education and child care." *Id.*, Ex. B § 301.  
13 The City's Preschool Plan addresses affordability through a sliding scale, while I-107 seeks to  
14 set a hard cap on a family's early learning expenses based on income.

15 Third, the Preschool Plan establishes a policy of compensating teachers and staff with  
16 competitive salaries based on their qualifications and fair pay comparable to public school  
17 teachers with similar credentials. *Id.*, Ex. I § 1, Attach. A at 10. This aspect of the proposal  
18 emerged from research and was incorporated into the financial model underlying the proposal.  
19 Johnson Decl., ¶ 11. In contrast, I-107 imposes an immediate minimum wage of \$15 per hour  
20 for any early learning facilities. Smith Decl., Ex. B § 201.

21 Fourth, the Preschool Plan requires that the City facilitate communications with teachers  
22 and staff, but provides the City discretion in determining the best method in which to accomplish  
23 these communications. Smith Decl., Ex. I §§ 1, 10. In contrast, I-107 requires the City hire the  
24

25 <sup>7</sup> Further, section 502 of the Initiative creates an "Early Care and Education Workforce Board", half of whose members are appointed by the "provider organization" and half by the Mayor. The Workforce Board, among other things, sets the enhanced training requirements with the Council, oversees the Professional Development Institute and recommends policy and investment priorities related to child care teachers and staff.

1 “provider organization” to facilitate communications between the City and teachers and staff.  
2 *Id.*, Ex. B § 503.

3 Finally, the Preschool Plan vests discretion in the City to adjust program standards and  
4 elements over time. Smith Decl., Ex. I §§ 1, 5, 8. The City’s research into effective preschool  
5 programs showed that adjustments to specific standards, curriculum, and professional  
6 development and training strategies may be necessary as the City implements its program.  
7 Johnson Decl., ¶ 15. These standards and strategies would be subject to oversight and  
8 development within the City’s ongoing collaborative process. *Id.* In contrast, I-107 sets discrete  
9 standards, and vests control in the “provider organization” to conduct certain aspects of the  
10 program, without allowing the City the control and flexibility it seeks in implementing its  
11 Preschool Plan. Smith Decl., Ex. B §§ 201-503, 702.

12 The overlaps and conflicts between the two measures support the Council’s  
13 determination that the Preschool Plan is an alternative measure on the same subject as I-107.

14 **C. The City’s joint ballot title has been formulated to meet the RCW’s requirements.**

15 State law requires that the City draft a joint ballot title for I-107 and the Council’s  
16 alternative. This joint ballot title requires a statement of subject that covers both measures and  
17 must substantially follow the form provided in RCW 29A.72.050(3). The proposed joint  
18 statement of subject drafted by the City differs from this Court’s prior order, describing the joint  
19 subject of both I-107 and the City’s Preschool Plan as concerning “early learning programs and  
20 providers of such services for children.” Smith Decl., Ex. L. This represents a minor but  
21 necessary change from the statement of subject the Court previously approved for I-107 standing  
22 alone. The issue is that the Council’s alternative does not regulate all “child care”, which was  
23 part of this Court’s prior statement of subject. The City’s proposal modifies the prior statement  
24 of subject so that it encompasses both measures fairly. The City plans to use the 75-word  
25 concise description this Court previously approved to describe I-107. *Id.*

1 **D. The Court should grant relief from its prior order and order the use of the RCW's**  
2 **joint ballot title.**

3 This Court has authority under CR 60 to "relieve a party" from an order if "it is no longer  
4 equitable that the [order] should have prospective application" or for "[a]ny other reason  
5 justifying relief from the operation of the [order]." CR 60(b)(6), (11); *see also, e.g., Metro. Park*  
6 *Dist. of Tacoma v. Griffith*, 106 Wn.2d 425, 438-39 & n.3, 723 P.2d 1093 (1986); *Pac. Sec. Cos.*  
7 *v. Tanglewood, Inc.*, 57 Wn. App. 817, 820, 790 P.2d 643 (1990) (applying CR 60(b)(6) to a  
8 decree of foreclosure as a "judgment, order, or proceeding"). A "change in circumstances" is a  
9 valid reason for granting relief from a prior order under CR 60. *Metro. Park*, 106 Wn.2d at 438;  
10 *see also, e.g., State ex rel. Evans v. Amusement Ass'n of Wash., Inc.*, 7 Wn. App. 305, 308, 499  
11 P.2d 906 (1972) (noting that subsequent adoption of "a new and comprehensive plan" would  
12 warrant relief under CR 60); *Tanglewood*, 57 Wn. App. at 820 (noting that a "court has the  
13 inherent right in equity to modify an injunction [due to] changed circumstances").

14 Here, after the Court issued its order addressing the formulated ballot title for I-107  
15 standing alone, the Council rejected I-107 and proposed its Preschool Plan as an alternative  
16 measure. In order to comply with state law, the City must be allowed to account for the  
17 Council's subsequent actions and to formulate a joint ballot title for I-107 and the Council's  
18 alternative pursuant to RCW 29A.36.071 and 29A.72.050. The City requests that this Court  
19 grant relief from its prior order due to this change in circumstance, and permit the City to  
20 formulate a joint ballot title in accord with the RCW form.

21 **VI. CONCLUSION**

22 Circumstances have changed since the Court entered its order regarding the ballot title  
23 formulated for I-107. The Council has since rejected I-107 and proposed an alternative measure.  
24 Due to this change in circumstances, the City requests relief from the Court's prior order and an  
25 order allowing it to formulate a joint ballot title including a statement of subject that fairly  
encompasses both alternative measures.

1 DATED this 17th day of July, 2014.  
2

3 PACIFICA LAW GROUP LLP  
4

5 By /s/ Gregory J. Wong

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25



1 I declare under penalty of perjury under the laws of the State of Washington that the  
2 foregoing is true and correct.

3 DATED this 17th day of July, 2014.  
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5   
6 Katie Dillon  
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West's Revised Code of Washington Annotated  
Constitution of the State of Washington (Refs & Annos)  
Article 11. County, City and Township Organization (Refs & Annos)

West's RCWA Const. Art. 11, § 10

§ 10. Incorporation of Municipalities

Currentness

Corporations for municipal purposes shall not be created by special laws; but the legislature, by general laws, shall provide for the incorporation, organization and classification in proportion to population, of cities and towns, which laws may be altered, amended or repealed. Cities and towns heretofore organized, or incorporated may become organized under such general laws whenever a majority of the electors voting at a general election, shall so determine, and shall organize in conformity therewith; and cities or towns heretofore or hereafter organized, and all charters thereof framed or adopted by authority of this Constitution shall be subject to and controlled by general laws. Any city containing a population of ten thousand inhabitants, or more, shall be permitted to frame a charter for its own government, consistent with and subject to the Constitution and laws of this state, and for such purpose the legislative authority of such city may cause an election to be had at which election there shall be chosen by the qualified electors of said city, fifteen freeholders thereof, who shall have been residents of said city for a period of at least two years preceding their election and qualified electors, whose duty it shall be to convene within ten days after their election, and prepare and propose a charter for such city. Such proposed charter shall be submitted to the qualified electors of said city, and if a majority of such qualified electors voting thereon ratify the same, it shall become the charter of said city, and shall become the organic law thereof, and supersede any existing charter including amendments thereto, and all special laws inconsistent with such charter. Said proposed charter shall be published in the daily newspaper of largest general circulation published in the area to be incorporated as a first class city under the charter or, if no daily newspaper is published therein, then in the newspaper having the largest general circulation within such area at least once each week for four weeks next preceding the day of submitting the same to the electors for their approval, as above provided. All elections in this section authorized shall only be had upon notice, which notice shall specify the object of calling such election, and shall be given as required by law. Said elections may be general or special elections, and except as herein provided shall be governed by the law regulating and controlling general or special elections in said city. Such charter may be amended by proposals therefor submitted by the legislative authority of such city to the electors thereof at any general election after notice of said submission published as above specified, and ratified by a majority of the qualified electors voting thereon. In submitting any such charter, or amendment thereto, any alternate article or proposition may be presented for the choice of the voters, and may be voted on separately without prejudice to others.

**Credits**

Adopted 1889. Amended by Amendment 40 (Laws 1963, Ex.Sess., S.J.R. No. 1, p. 1526, approved Nov. 3, 1964).

Notes of Decisions (111)

West's RCWA Const. Art. 11, § 10, WA CONST Art. 11, § 10  
Current through amendments approved 11-5-2013

West's Revised Code of Washington Annotated  
Constitution of the State of Washington (Refs & Annos)  
Article 11. County, City and Township Organization (Refs & Annos)

West's RCWA Const. Art. 11, § 11

§ 11. Police and Sanitary Regulations

Currentness

Any county, city, town or township may make and enforce within its limits all such local police, sanitary and other regulations as are not in conflict with general laws.

**Credits**

Adopted 1889.

Notes of Decisions (385)

West's RCWA Const. Art. 11, § 11, WA CONST Art. 11, § 11

Current through amendments approved 11-5-2013

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West's Revised Code of Washington Annotated  
Title 29A. Elections (Refs & Annos)  
Chapter 29A.36. Ballots and Other Voting Forms

West's RCWA 29A.36.210

29A.36.210. Property tax levies--Ballot form

Effective: July 1, 2010  
Currentness

(1) The ballot proposition authorizing a taxing district to impose the regular property tax levies authorized in RCW 36.68.525, 36.69.145, 67.38.130, 84.52.069, or 84.52.135 must contain in substance the following:

“Will the.....(insert the name of the taxing district) be authorized to impose regular property tax levies of.....(insert the maximum rate) or less per thousand dollars of assessed valuation for each of .....(insert the maximum number of years allowable) consecutive years?

Yes.....

No.....

Each voter may indicate either “Yes” or “No” on his or her ballot in accordance with the procedures established under this title.

(2) The ballot proposition authorizing a taxing district to impose a permanent regular tax levy under RCW 84.52.069 must contain in substance the following:

“Will the.....(insert the name of the taxing district) be authorized to impose a PERMANENT regular property levy of..... (insert the maximum rate) or less per thousand dollars of assessed valuation?

Yes.....

No.....

**Credits**

[2010 c 106 § 301, eff. July 1, 2010; 2004 c 80 § 2, eff. July 1, 2004; 2003 c 111 § 921, eff. July 1, 2004. Prior: 1999 c 224 § 2; 1984 c 131 § 3. Formerly RCW 29.30.111.]

West's RCWA 29A.36.210, WA ST 29A.36.210  
Current with all 2014 Legislation

West's Revised Code of Washington Annotated  
Title 35. Cities and Towns (Refs & Annos)  
Chapter 35.61. Metropolitan Park Districts (Refs & Annos)

West's RCWA 35.61.030

35.61.030. Election--Review by boundary review board--Question stated

Currentness

(1) Except as provided in subsection (2) of this section for review by a boundary review board, the ballot proposition authorizing creation of a metropolitan park district that is submitted to voters for their approval or rejection shall appear on the ballot of the next general election or at the next special election date specified under \*RCW 29.13.020 occurring sixty or more days after the last resolution proposing the creation of the park district is adopted or the date the county auditor certifies that the petition proposing the creation of the park district contains sufficient valid signatures. Where the petition or copy thereof is filed with two or more county auditors in the case of a proposed district in two or more counties, the county auditors shall confer and issue a joint certification upon finding that the required number of signatures on the petition has been obtained.

(2) Where the proposed district is located wholly or in part in a county in which a boundary review board has been created, notice of the proposal to create a metropolitan park district shall be filed with the boundary review board as provided under RCW 36.93.090 and the special election at which a ballot proposition authorizing creation of the park district shall be held on the special election date specified under \*RCW 29.13.020 that is sixty or more days after the date the boundary review board is deemed to have approved the proposal, approves the proposal, or modifies and approves the proposal. The creation of a metropolitan park district is not subject to review by a boundary review board if the proposed district only includes one or more cities and in such cases the special election at which a ballot proposition authorizing creation of the park district shall be held as if a boundary review board does not exist in the county or counties.

(3) The petition proposing the creation of a metropolitan park district, or the resolution submitting the question to the voters, shall choose and describe the composition of the initial board of commissioners of the district that is proposed under RCW 35.61.050 and shall choose a name for the district. The proposition shall include the following terms:

"For the formation of a metropolitan park district to be governed by [insert board composition described in ballot proposition]."

"Against the formation of a metropolitan park district."

**Credits**

[2002 c 88 § 3; 1985 c 469 § 32; 1965 c 7 § 35.61.030. Prior: 1943 c 264 § 2, part; Rem. Supp. 1943 § 6741-2, part; prior: 1909 c 131 § 1; 1907 c 98 § 2, part; RRS § 6721, part.]

West's RCWA 35.61.030, WA ST 35.61.030

Current with all 2014 Legislation

West's Revised Code of Washington Annotated  
Title 42. Public Officers and Agencies (Refs & Annos)  
Chapter 42.30. Open Public Meetings Act (Refs & Annos)

West's RCWA 42.30.110

42.30.110. Executive sessions

Effective: June 12, 2014

Currentness

(1) Nothing contained in this chapter may be construed to prevent a governing body from holding an executive session during a regular or special meeting:

(a) To consider matters affecting national security;

(b) To consider the selection of a site or the acquisition of real estate by lease or purchase when public knowledge regarding such consideration would cause a likelihood of increased price;

(c) To consider the minimum price at which real estate will be offered for sale or lease when public knowledge regarding such consideration would cause a likelihood of decreased price. However, final action selling or leasing public property shall be taken in a meeting open to the public;

(d) To review negotiations on the performance of publicly bid contracts when public knowledge regarding such consideration would cause a likelihood of increased costs;

(e) To consider, in the case of an export trading company, financial and commercial information supplied by private persons to the export trading company;

(f) To receive and evaluate complaints or charges brought against a public officer or employee. However, upon the request of such officer or employee, a public hearing or a meeting open to the public shall be conducted upon such complaint or charge;

(g) To evaluate the qualifications of an applicant for public employment or to review the performance of a public employee. However, subject to RCW 42.30.140(4), discussion by a governing body of salaries, wages, and other conditions of employment to be generally applied within the agency shall occur in a meeting open to the public, and when a governing body elects to take final action hiring, setting the salary of an individual employee or class of employees, or discharging or disciplining an employee, that action shall be taken in a meeting open to the public;

(h) To evaluate the qualifications of a candidate for appointment to elective office. However, any interview of such candidate and final action appointing a candidate to elective office shall be in a meeting open to the public;

(i) To discuss with legal counsel representing the agency matters relating to agency enforcement actions, or to discuss with legal counsel representing the agency litigation or potential litigation to which the agency, the governing body, or a member acting in an official capacity is, or is likely to become, a party, when public knowledge regarding the discussion is likely to result in an adverse legal or financial consequence to the agency.

This subsection (1)(i) does not permit a governing body to hold an executive session solely because an attorney representing the agency is present. For purposes of this subsection (1)(i), "potential litigation" means matters protected by RPC 1.6 or RCW 5.60.060(2)(a) concerning:

(i) Litigation that has been specifically threatened to which the agency, the governing body, or a member acting in an official capacity is, or is likely to become, a party;

(ii) Litigation that the agency reasonably believes may be commenced by or against the agency, the governing body, or a member acting in an official capacity; or

(iii) Litigation or legal risks of a proposed action or current practice that the agency has identified when public discussion of the litigation or legal risks is likely to result in an adverse legal or financial consequence to the agency;

(j) To consider, in the case of the state library commission or its advisory bodies, western library network prices, products, equipment, and services, when such discussion would be likely to adversely affect the network's ability to conduct business in a competitive economic climate. However, final action on these matters shall be taken in a meeting open to the public;

(k) To consider, in the case of the state investment board, financial and commercial information when the information relates to the investment of public trust or retirement funds and when public knowledge regarding the discussion would result in loss to such funds or in private loss to the providers of this information;

(l) To consider proprietary or confidential nonpublished information related to the development, acquisition, or implementation of state purchased health care services as provided in RCW 41.05.026;

(m) To consider in the case of the life sciences discovery fund authority, the substance of grant applications and grant awards when public knowledge regarding the discussion would reasonably be expected to result in private loss to the providers of this information;

(n) To consider in the case of a health sciences and services authority, the substance of grant applications and grant awards when public knowledge regarding the discussion would reasonably be expected to result in private loss to the providers of this information.

(2) Before convening in executive session, the presiding officer of a governing body shall publicly announce the purpose for excluding the public from the meeting place, and the time when the executive session will be concluded. The executive session may be extended to a stated later time by announcement of the presiding officer.

**Credits**

[2014 c 174 § 4, eff. June 12, 2014; 2011 1st sp.s. c 14 § 14, eff. Aug. 1, 2011; 2010 1st sp.s. c 33 § 5, eff. July 13, 2010; 2005 c 424 § 13, eff. May 12, 2005; 2003 c 277 § 1, eff. July 27, 2003; 2001 c 216 § 1; 1989 c 238 § 2; 1987 c 389 § 3; 1986 c 276 § 8; 1985 c 366 § 2; 1983 c 155 § 3; 1979 c 42 § 1; 1973 c 66 § 2; 1971 ex.s. c 250 § 11.]

Notes of Decisions (13)

West's RCWA 42.30.110, WA ST 42.30.110

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West's Revised Code of Washington Annotated  
Title 84. Property Taxes (Refs & Annos)  
Chapter 84.52. Levy of Taxes (Refs & Annos)

West's RCWA 84.52.069

84.52.069. Emergency medical care and service levies

Effective: June 7, 2012

Currentness

(1) As used in this section, "taxing district" means a county, emergency medical service district, city or town, public hospital district, urban emergency medical service district, regional fire protection service authority, or fire protection district.

(2) Except as provided in subsection (10) of this section, a taxing district may impose additional regular property tax levies in an amount equal to fifty cents or less per thousand dollars of the assessed value of property in the taxing district. The tax is imposed (a) each year for six consecutive years, (b) each year for ten consecutive years, or (c) permanently. A permanent tax levy under this section, or the initial imposition of a six-year or ten-year levy under this section, must be specifically authorized by a majority of at least three-fifths of the registered voters thereof approving a proposition authorizing the levies submitted at a general or special election, at which election the number of persons voting "yes" on the proposition shall constitute three-fifths of a number equal to forty percent of the total number of voters voting in such taxing district at the last preceding general election when the number of registered voters voting on the proposition does not exceed forty percent of the total number of voters voting in such taxing district in the last preceding general election; or by a majority of at least three-fifths of the registered voters thereof voting on the proposition when the number of registered voters voting on the proposition exceeds forty percent of the total number of voters voting in such taxing district in the last preceding general election. The uninterrupted continuation of a six-year or ten-year tax levy under this section must be specifically authorized by a majority of the registered voters thereof approving a proposition authorizing the levies submitted at a general or special election. Ballot propositions must conform with RCW 29A.36.210. A taxing district may not submit to the voters at the same election multiple propositions to impose a levy under this section.

(3) A taxing district imposing a permanent levy under this section shall provide for separate accounting of expenditures of the revenues generated by the levy. The taxing district must maintain a statement of the accounting which must be updated at least every two years and must be available to the public upon request at no charge.

(4)(a) A taxing district imposing a permanent levy under this section must provide for a referendum procedure to apply to the ordinance or resolution imposing the tax. This referendum procedure must specify that a referendum petition may be filed at any time with a filing officer, as identified in the ordinance or resolution. Within ten days, the filing officer must confer with the petitioner concerning form and style of the petition, issue the petition an identification number, and secure an accurate, concise, and positive ballot title from the designated local official. The petitioner has thirty days in which to secure the signatures of not less than fifteen percent of the registered voters of the taxing district, as of the last general election, upon petition forms which contain the ballot title and the full text of the measure to be referred. The filing officer must verify the sufficiency of the signatures on the petition and, if sufficient valid signatures are properly submitted, must certify the referendum measure to the next election within the taxing district if one is to be held within one hundred eighty days from the date of filing of the referendum petition, or at a special election to be called for that purpose in accordance with RCW 29A.04.330.

(b) The referendum procedure provided in this subsection (4) is exclusive in all instances for any taxing district imposing the tax under this section and supersedes the procedures provided under all other statutory or charter provisions for initiative or referendum which might otherwise apply.

(5) Any tax imposed under this section may be used only for the provision of emergency medical care or emergency medical services, including related personnel costs, training for such personnel, and related equipment, supplies, vehicles and structures needed for the provision of emergency medical care or emergency medical services.

(6) If a county levies a tax under this section, no taxing district within the county may levy a tax under this section. If a regional fire protection service authority imposes a tax under this section, no other taxing district that is a participating fire protection jurisdiction in the regional fire protection service authority may levy a tax under this section. No other taxing district may levy a tax under this section if another taxing district has levied a tax under this section within its boundaries: PROVIDED, That if a county levies less than fifty cents per thousand dollars of the assessed value of property, then any other taxing district may levy a tax under this section equal to the difference between the rate of the levy by the county and fifty cents: PROVIDED FURTHER, That if a taxing district within a county levies this tax, and the voters of the county subsequently approve a levying of this tax, then the amount of the taxing district levy within the county must be reduced, when the combined levies exceed fifty cents. Whenever a tax is levied countywide, the service must, insofar as is feasible, be provided throughout the county: PROVIDED FURTHER, That no countywide levy proposal may be placed on the ballot without the approval of the legislative authority of each city exceeding fifty thousand population within the county: AND PROVIDED FURTHER, That this section and RCW 36.32.480 shall not prohibit any city or town from levying an annual excess levy to fund emergency medical services: AND PROVIDED, FURTHER, That if a county proposes to impose tax levies under this section, no other ballot proposition authorizing tax levies under this section by another taxing district in the county may be placed before the voters at the same election at which the county ballot proposition is placed: AND PROVIDED FURTHER, That any taxing district emergency medical service levy that is limited in duration and that is authorized subsequent to a county emergency medical service levy that is limited in duration, expires concurrently with the county emergency medical service levy. A fire protection district that has annexed an area described in subsection (10) of this section may levy the maximum amount of tax that would otherwise be allowed, notwithstanding any limitations in this subsection (6).

(7) The limitations in RCW 84.52.043 do not apply to the tax levy authorized in this section.

(8) If a ballot proposition approved under subsection (2) of this section did not impose the maximum allowable levy amount authorized for the taxing district under this section, any future increase up to the maximum allowable levy amount must be specifically authorized by the voters in accordance with subsection (2) of this section at a general or special election.

(9) The limitation in RCW 84.55.010 does not apply to the first levy imposed pursuant to this section following the approval of such levy by the voters pursuant to subsection (2) of this section.

(10) For purposes of imposing the tax authorized under this section, the boundary of a county with a population greater than one million five hundred thousand does not include all of the area of the county that is located within a city that has a boundary in two counties, if the locally assessed value of all the property in the area of the city within the county having a population greater than one million five hundred thousand is less than two hundred fifty million dollars.

(11) For purposes of this section, the following definitions apply:

(a) "Fire protection jurisdiction" means a fire protection district, city, town, Indian tribe, or port district; and

(b) "Participating fire protection jurisdiction" means a fire protection district, city, town, Indian tribe, or port district that is represented on the governing board of a regional fire protection service authority.

**Credits**

[2012 c 115 § 1, eff. June 7, 2012; 2011 c 365 § 2, eff. July 22, 2011; 2004 c 129 § 23, eff. June 10, 2004; 1999 c 224 § 1; 1995 c 318 § 9; 1994 c 79 § 2; 1993 c 337 § 5; 1991 c 175 § 1; 1985 c 348 § 1; 1984 c 131 § 5; 1979 ex.s. c 200 § 1.]

Notes of Decisions (3)

West's RCWA 84.52.069, WA ST 84.52.069

Current with all 2014 Legislation

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committee; (iii) the names, addresses, and titles of its officers or if it has no officers, the names, addresses, and titles of its responsible leaders; (iv) the name, office sought, and party affiliation of each candidate in the state of Washington whom the nonreporting committee is supporting, and, if such committee is supporting the entire ticket of any party, the name of the party; (v) the ballot proposition supported or opposed in the state of Washington, if any, and whether such committee is in favor of or opposed to such proposition; (vi) the name and address of each person residing in the state of Washington or corporation which has a place of business in the state of Washington who has made one or more contributions in the aggregate of more than twenty-five dollars to the nonreporting committee during the current calendar year, together with the money value and date of such contributions; (vii) the name and address of each person in the state of Washington to whom an expenditure was made by the nonreporting committee on behalf of a candidate or political committee in the aggregate amount of more than fifty dollars, the amount, date, and purpose of such expenditure, and the total sum of such expenditures; (viii) such other information as the commission may prescribe by rule, in keeping with the policies and purposes of this chapter. A nonreporting committee incurring an obligation to file additional reports in a calendar year may satisfy the obligation by filing with the commission a letter providing updating or amending information.

(2) The treasurer and the candidate shall certify the correctness of each report.

NEW SECTION. Sec. 7. A new section is added to chapter 29.79 RCW to read as follows:

(1) Except as provided to the contrary in RCW 82.14.036, 82.46.021, or 82.80.090, the ballot title of any referendum filed on an enactment or portion of an enactment of the state legislature or of the legislative authority of a unit of local government shall be composed of three elements: (a) An identification of the enacting legislative body; (b) a concise statement identifying the essential features of the enactment on which the referendum is filed; and (c) a question asking the voters whether the enactment should be approved or rejected by the people. The ballot issue shall be displayed on the ballot substantially as follows:

Referendum Measure No. XX. The (name of legislative body) has passed a law that (concise statement). Should this law be

APPROVED . . . . .  
OR  
REJECTED . . . . .

(2) For a referendum measure on a state enactment, the concise statement shall be prepared by the attorney general and shall not exceed twenty-five words.

(3) The concise statement for a referendum measure on an enactment of the legislative authority of a unit of local government shall not exceed seventy-five

words. If the local governmental unit is a city or a town, the concise statement shall be prepared by the city or town attorney. If the local governmental unit is a county, the concise statement shall be prepared by the prosecuting attorney of the county. If the unit is a unit of local government other than a city, town, or county, the concise statement shall be prepared by the prosecuting attorney of the county within which the majority area of the unit is located.

(4) A referendum measure on the enactment of a unit of local government shall be advertised in the manner provided for nominees for elective office.

**Sec. 8.** RCW 29.27.060 and 1985 c 252 s 1 are each amended to read as follows:

(1) When a proposed constitution or constitutional amendment or other question is to be submitted to the people of the state for state-wide popular vote, the attorney general shall prepare a concise statement posed as a question and not exceeding twenty words containing the essential features thereof expressed in such a manner as to clearly identify the proposition to be voted upon.

Questions to be submitted to the people of a county or municipality shall also be advertised as provided for nominees for office, and in such cases there shall also be printed on the ballot a concise statement posed as a question and not exceeding seventy-five words containing the essential features thereof expressed in such a manner as to clearly identify the proposition to be voted upon, which statement shall be prepared by the city or town attorney for the city or town, and by the prosecuting attorney for the county or any other ~~((political subdivision of the state))~~ unit of local government, other than ~~((cities))~~ a city or town, the majority area of which is situated in the county.

The concise statement constitutes the ballot title.

(2) The secretary of state shall certify to the county auditors the ballot title for a proposed constitution, constitutional amendment or other state-wide question at the same time and in the same manner as the ballot titles to initiatives and referendums.

(3) Subsection (1) of this section does not apply to referendum measures filed on an enactment of the state legislature or on an enactment of the legislative authority of a unit of local government, nor does it apply to the extent that other provisions of state law provide otherwise for a specific type of ballot question or proposition.

**Sec. 9.** RCW 29.79.040 and 1982 c 116 s 4 are each amended to read as follows:

Within seven calendar days after the receipt of an initiative or referendum measure the attorney general shall formulate and transmit to the secretary of state ~~((a))~~ the concise statement ~~((posed as a question and not to exceed twenty words;))~~ required by RCW 29.27.060 or section 7 of this act bearing the serial number of the measure and a summary of the measure, not to exceed seventy-five words, to follow the statement. The statement may be distinct from the legislative title of the measure, and shall give a true and impartial statement of

will be the established ballot title. The appeal must be heard without cost to either party.

**PART III - LOCAL MEASURES**

Sec. 12. RCW 29.79.055 and 1993 c 256 s 7 are each amended to read as follows:

(1) Except as provided to the contrary in RCW 82.14.036, 82.46.021, or 82.80.090, the ballot title of any referendum filed on an enactment or portion of an enactment ~~((of the state legislature or of the legislative authority of a unit))~~ of a local government ~~((shall be composed))~~ and any other question submitted to the voters of a local government consists of three elements: (a) An identification of the enacting legislative body and a statement of the subject matter; (b) a concise ~~((statement identifying the essential features of the enactment on which the referendum is filed; and (c) a question asking the voters whether the enactment should be approved or rejected by the people. The ballot issue shall be displayed on the ballot substantially as follows:~~

Referendum Measure No. XX. The (name of legislative body) has passed a law that (concise statement). Should this law be

\_\_\_\_\_ APPROVED .....  
\_\_\_\_\_ OR  
\_\_\_\_\_ REJECTED .....

~~— (2) For a referendum measure on a state enactment, the concise statement shall be prepared by the attorney general and shall not exceed twenty-five words.~~

~~— (3) The concise statement for a referendum measure on an enactment of the legislative authority of a unit of local government shall))~~ description of the measure; and (c) a question. The ballot title must conform with the requirements and be displayed substantially as provided under section 1 of this act, except that the concise description must not exceed seventy-five words. If the local governmental unit is a city or a town, the concise statement shall be prepared by the city or town attorney. If the local governmental unit is a county, the concise statement shall be prepared by the prosecuting attorney of the county. If the unit is a unit of local government other than a city, town, or county, the concise statement shall be prepared by the prosecuting attorney of the county within which the majority area of the unit is located.

~~((4))~~ (2) A referendum measure on the enactment of a unit of local government shall be advertised in the manner provided for nominees for elective office.

(3) Subsection (1) of this section does not apply if another provision of law specifies the ballot title for a specific type of ballot question or proposition.

NEW SECTION. Sec. 13. A new section is added to chapter 29.27 RCW to read as follows:

Upon the filing of a ballot title of a question to be submitted to the people of a county or municipality, the county auditor shall provide notice of the exact

shall file the measure together with the certificate of review with the secretary of state for assignment of a serial number, and the secretary of state shall ~~((thereupon))~~ then submit to the code reviser's office a certified copy of the measure filed. Upon ~~((submitting))~~ submission of the proposal to the secretary of state for assignment of a serial number, the secretary of state shall refuse to make such assignment unless the proposal is accompanied by a certificate of review.

**Sec. 1804.** RCW 29.79.020 and 1987 c 161 s 1 are each amended to read as follows:

**TIME FOR FILING VARIOUS TYPES.** Initiative measures proposed to be submitted to the people must be filed with the secretary of state within ten months prior to the election at which they are to be submitted, and the signature petitions ~~((therefor))~~ must be filed with the secretary of state not less than four months before the next general statewide election.

Initiative measures proposed to be submitted to the legislature must be filed with the secretary of state within ten months prior to the next regular session of the legislature at which they are to be submitted, and the signature petitions ~~((therefor))~~ must be filed with the secretary of state not less than ten days before such regular session of the legislature.

A referendum measure petition ordering that any act or part ~~((thereof))~~ of an act passed by the legislature be referred to the people must be filed with the secretary of state within ninety days after the final adjournment of the legislative session at which the act was passed. It may be submitted at the next general statewide election or at a special election ordered by the legislature.

A proposed initiative or referendum measure may be filed no earlier than the opening of the secretary of state's office for business pursuant to RCW 42.04.060 on the first day filings are permitted, and any initiative or referendum petition must be filed not later than the close of business on the last business day in the specified period for submission of signatures. If a filing deadline falls on a Saturday, the office of the secretary of state ~~((shall))~~ must be open ~~((on that Saturday))~~ for the transaction of business under this section from 8:00 a.m. to 5:00 p.m. on that Saturday.

**Sec. 1805.** RCW 29.79.030 and 1982 c 116 s 3 are each amended to read as follows:

**NUMBERING—TRANSMITTAL TO ATTORNEY GENERAL.** The secretary of state shall give a serial number to each initiative, referendum bill, or referendum measure, using a separate series for initiatives to the legislature, initiatives to the people, referendum bills, and referendum measures, and forthwith transmit one copy of the measure proposed bearing its serial number to the attorney general. Thereafter a measure shall be known and designated on all petitions, ballots, and proceedings as "Initiative Measure No. . . .," "Referendum Bill No. . . .," or "Referendum Measure No. . . .(—)."

**Sec. 1806.** RCW 29.79.035 and 2000 c 197 s 1 are each reenacted to read as follows:

**BALLOT TITLE—FORMULATION, BALLOT DISPLAY.** (1) The ballot title for an initiative to the people, an initiative to the legislature, a referendum bill, or a referendum measure consists of: (a) A statement of the subject of the measure; (b) a concise description of the measure; and (c) a question in the form

prescribed in this section for the ballot measure in question. The statement of the subject of a measure must be sufficiently broad to reflect the subject of the measure, sufficiently precise to give notice of the measure's subject matter, and not exceed ten words. The concise description must contain no more than thirty words, be a true and impartial description of the measure's essential contents, clearly identify the proposition to be voted on, and not, to the extent reasonably possible, create prejudice either for or against the measure.

(2) For an initiative to the people, or for an initiative to the legislature for which the legislature has not proposed an alternative, the ballot title must be displayed on the ballot substantially as follows:

"Initiative Measure No. . . . concerns (statement of subject). This measure would (concise description). Should this measure be enacted into law?

Yes .....   
No .....

(3) For an initiative to the legislature for which the legislature has proposed an alternative, the ballot title must be displayed on the ballot substantially as follows:

"Initiative Measure Nos. . . . and . . . B concern (statement of subject).

Initiative Measure No. . . . would (concise description).

As an alternative, the legislature has proposed Initiative Measure No. . . . B, which would (concise description).

1. Should either of these measures be enacted into law?

Yes .....   
No .....

2. Regardless of whether you voted yes or no above, if one of these measures is enacted, which one should it be?

Measure No. ....   
or  
Measure No. ....

(4) For a referendum bill submitted to the people by the legislature, the ballot issue must be displayed on the ballot substantially as follows:

"The legislature has passed . . . . Bill No. . . . concerning (statement of subject). This bill would (concise description). Should this bill be:

Approved .....   
Rejected .....

(5) For a referendum measure by state voters on a bill the legislature has passed, the ballot issue must be displayed on the ballot substantially as follows:

"The legislature passed . . . Bill No. . . . concerning (statement of subject) and voters have filed a sufficient referendum petition on this bill. This bill would (concise description). Should this bill be:

- Approved . . . . .
- Rejected . . . . .

(6) The legislature may specify the statement of subject or concise description, or both, in a referendum bill that it refers to the people. The legislature may specify the concise description for an alternative it submits for an initiative to the legislature. If the legislature fails to specify these matters, the attorney general shall prepare the material that was not specified. The statement of subject and concise description as so provided must be included as part of the ballot title unless changed on appeal.

The attorney general shall specify the statement of subject and concise description for an initiative to the people, an initiative to the legislature, and a referendum measure. The statement of subject and concise description as so provided must be included as part of the ballot title unless changed on appeal.

**Sec. 1807.** RCW 29.79.040 and 2000 c 197 s 2 are each reenacted to read as follows:

**BALLOT TITLE AND SUMMARY—FORMULATION BY ATTORNEY GENERAL.** Within five days after the receipt of an initiative or referendum the attorney general shall formulate the ballot title, or portion of the ballot title that the legislature has not provided, required by RCW 29.79.035 and a summary of the measure, not to exceed seventy-five words, and transmit the serial number for the measure, complete ballot title, and summary to the secretary of state. Saturdays, Sundays, and legal holidays are not counted in calculating the time limits in this section.

**Sec. 1808.** RCW 29.79.050 and 2000 c 197 s 3 are each reenacted to read as follows:

**BALLOT TITLE AND SUMMARY—NOTICE.** Upon the filing of the ballot title and summary for a state initiative or referendum measure in the office of secretary of state, the secretary of state shall notify by telephone and by mail, and, if requested, by other electronic means, the person proposing the measure, the prime sponsor of a referendum bill or alternative to an initiative to the legislature, the chief clerk of the house of representatives, the secretary of the senate, and any other individuals who have made written request for such notification of the exact language of the ballot title and summary.

**Sec. 1809.** RCW 29.79.060 and 2000 c 197 s 4 are each reenacted to read as follows:

**BALLOT TITLE AND SUMMARY—APPEAL TO SUPERIOR COURT.** Any persons, including the attorney general or either or both houses of the legislature, dissatisfied with the ballot title or summary for a state initiative or referendum may, within five days from the filing of the ballot title in the office of the secretary of state appeal to the superior court of Thurston county by petition setting forth the measure, the ballot title or summary, and their objections to the ballot title or summary and requesting amendment of the ballot title or summary by the court. Saturdays, Sundays, and legal holidays are not counted in calculating the time limits contained in this section.

The ballot title for such a question must be displayed on the ballot substantially as follows:

"The following question concerning (description of subject) has been submitted to the voters: (Question as submitted).

Yes .....   
No .....

(2) The legislature may specify the statement of subject for a question and shall specify the question that it submits to the people. If the legislature fails to specify the statement of subject, the attorney general shall prepare the statement of subject. The statement of subject and question as so provided must be included as part of the ballot title unless changed on appeal.

Sec. 906. RCW 29.27.0655 and 2000 c 197 s 11 are each reenacted to read as follows:

CONSTITUTIONAL, STATEWIDE QUESTIONS—BALLOT TITLE—APPEAL. If any persons are dissatisfied with the ballot title for a proposed constitution, constitutional amendment, or question submitted under RCW 29.27.0653, they may at any time within ten days from the time of the filing of the ballot title and summary, not including Saturdays, Sundays, or legal holidays, appeal to the superior court of Thurston county by petition setting forth the measure, the ballot title objected to, their objections to it, and praying for amendment of the ballot title. The time of the filing of the ballot title, as used in this section for establishing the time for appeal, is the time the ballot title is first filed with the secretary of state.

A copy of the petition on appeal together with a notice that an appeal has been taken must be served upon the secretary of state, the attorney general, the chief clerk of the house of representatives, and the secretary of the senate. Upon the filing of the petition on appeal, the court shall immediately, or at the time to which a hearing may be adjourned by consent of the appellants, examine the proposed measure, the ballot title filed, and the objections to it and may hear arguments on it, and shall as soon as possible render its decision and certify to and file with the secretary of state a ballot title that it determines will meet the requirements of this chapter. The decision of the superior court is final, and the ballot title so certified will be the established ballot title. The appeal must be heard without cost to either party.

Sec. 907. RCW 29.27.066 and 2000 c 197 s 12 are each reenacted to read as follows:

LOCAL MEASURES—BALLOT TITLE—FORMULATION—ADVERTISING. (1) Except as provided to the contrary in RCW 82.14.036, 82.46.021, or 82.80.090, the ballot title of any referendum filed on an enactment or portion of an enactment of a local government and any other question submitted to the voters of a local government consists of three elements: (a) An identification of the enacting legislative body and a statement of the subject matter; (b) a concise description of the measure; and (c) a question. The ballot title must conform with the requirements and be displayed substantially as provided under RCW 29.79.035, except that the concise description must not exceed seventy-five words. If the local governmental unit is a city or a town, the concise statement shall be prepared by the city or town attorney. If the local

governmental unit is a county, the concise statement shall be prepared by the prosecuting attorney of the county. If the unit is a unit of local government other than a city, town, or county, the concise statement shall be prepared by the prosecuting attorney of the county within which the majority area of the unit is located.

(2) A referendum measure on the enactment of a unit of local government shall be advertised in the manner provided for nominees for elective office.

(3) Subsection (1) of this section does not apply if another provision of law specifies the ballot title for a specific type of ballot question or proposition.

**Sec. 908.** RCW 29.27.0665 and 2000 c 197 s 13 are each reenacted to read as follows:

**LOCAL MEASURES—BALLOT TITLE—NOTICE.** Upon the filing of a ballot title of a question to be submitted to the people of a county or municipality, the county auditor shall provide notice of the exact language of the ballot title to the persons proposing the measure, the county or municipality, and to any other person requesting a copy of the ballot title.

**Sec. 909.** RCW 29.27.067 and 2000 c 197 s 14 are each reenacted to read as follows:

**LOCAL MEASURES—BALLOT TITLE—APPEAL.** If any persons are dissatisfied with the ballot title for a local ballot measure that was formulated by the city attorney or prosecuting attorney preparing the same, they may at any time within ten days from the time of the filing of the ballot title, not including Saturdays, Sundays, and legal holidays, appeal to the superior court of the county where the question is to appear on the ballot, by petition setting forth the measure, the ballot title objected to, their objections to it, and praying for amendment of it. The time of the filing of the ballot title, as used in this section in determining the time for appeal, is the time the ballot title is first filed with the county auditor.

A copy of the petition on appeal together with a notice that an appeal has been taken shall be served upon the county auditor and the official preparing the ballot title. Upon the filing of the petition on appeal, the court shall immediately, or at the time to which a hearing may be adjourned by consent of the appellants, examine the proposed measure, the ballot title filed, and the objections to it and may hear arguments on it, and shall as soon as possible render its decision and certify to and file with the county auditor a ballot title that it determines will meet the requirements of this chapter. The decision of the superior court is final, and the ballot title or statement so certified will be the established ballot title. The appeal must be heard without cost to either party.

**Sec. 910.** RCW 29.30.005 and 1990 c 59 s 93 are each amended to read as follows:

**NAMES ON PRIMARY BALLOT.** Except for the candidates for the positions of president and vice president or for a partisan or nonpartisan office for which no primary is required, the names of all candidates who ~~((have)),~~ under this title, filed ((for nomination under chapter 29.18 RCW and those)) a declaration of candidacy, were certified as a candidate to fill a vacancy on a major party ticket, or were nominated as an independent ((candidates and candidates of)) or minor ~~((political parties who have been nominated under~~