

City of Seattle Office for Education

Early Learning Mapping





STRATEGY ■ ANALYSIS ■ COMMUNICATIONS

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CITY OF SEATTLE EARLY LEARNING MAPPING

Table of Contents

EXECUTIVE SUMMARY	I
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PART 1: STUDY OVERVIEW AND FINDINGS

INTRODUCTION	1
OVERVIEW.....	1
REPORT ORGANIZATION.....	1
METHODOLOGY AND STUDY LIMITATIONS	2
APPROACH AND METHODOLOGY	2
STUDY LIMITATIONS	3
PROGRAM INVENTORY	4
OVERVIEW.....	4
NEW SUPPORTS.....	8
PROPOSED SUPPORTS.....	10
OTHER CHANGES	12
POPULATION DEMOGRAPHICS.....	13
AGE.....	13
RACE AND ETHNICITY.....	13
POVERTY AND HOMELESSNESS	15
HEALTH INSURANCE COVERAGE.....	16
CHILDREN WITH DISABILITIES	17
LANGUAGES SPOKEN AT HOME	18
STUDY FINDINGS.....	20
OVERARCHING FINDINGS.....	20
GAP ASSESSMENT	21
PROGRAM GOALS AND PERFORMANCE MEASURES.....	30
NEXT STEPS.....	32

PART 2: PROGRAM INFOGRAPHICS AND PROFILES

CHILD CARE AND EARLY EDUCATION.....	34
WORKING CONNECTIONS CHILD CARE PROGRAM (WCCC)	36
SEATTLE CHILD CARE ASSISTANCE PROGRAM.....	38
SEATTLE EARLY LEARNING NETWORK SUBSIDY (ELN).....	40
REGIONAL HOMELESS CHILD CARE PROGRAM	42
EARLY HEAD START	44
HEAD START	46
EARLY CARE AND EDUCATION ASSISTANCE PROGRAM (ECEAP)	48
SEATTLE STEP AHEAD	50

SEATTLE PARKS PRESCHOOL PROGRAM – SCHOOL YEAR	52
SEATTLE PARKS PRESCHOOL SUMMER CAMP	54
PARENT-CHILD HOME PROGRAM (PCHP)	55
ELEMENTARY EDUCATION	57
BASIC INSTRUCTION	59
FULL DAY KINDERGARTEN	60
FAMILY SUPPORT WORKER PROGRAM	62
TITLE I, PART A.....	64
SCHOOL IMPROVEMENT GRANTS.....	66
HIGHLY CAPABLE	68
SPECIAL EDUCATION.....	70
LEARNING ASSISTANCE PROGRAM (LAP)	72
STATE TRANSITIONAL BILINGUAL INSTRUCTIONAL PROGRAM (TBIP) AND TITLE III LIMITED ENGLISH PROFICIENCY (LEP) PROGRAM	74
TITLE I, PART C MIGRANT	77
READINESS TO LEARN	79
REFUGEE SCHOOL IMPACT.....	81
ACADEMIC & FAMILY SUPPORT FOR HOMELESS CHILDREN	83
EARLY INTERVENTION.....	85
EARLY INTERVENTION BIRTH TO 3 PROGRAM.....	87
MEDICAID TREATMENT CHILD CARE PROGRAM (MTCC).....	90
EARLY INTERVENTION PROGRAM (EIP) & EARLY FAMILY SUPPORT SERVICES (EFSS)	92
HEALTH CARE.....	94
APPLE HEALTH FOR KIDS	96
THE FIRST STEPS PROGRAM	98
CHILDREN WITH SPECIAL HEALTH CARE NEEDS (CSHCN) PROGRAM	100
CHILD CARE HEALTH PROGRAM (CCHP)	103
NURSE-FAMILY PARTNERSHIP (NFP).....	105
PARENT-CHILD ASSISTANCE PROGRAM (PCAP)	107
PUBLIC HEALTH CENTERS: PRIMARY CARE AND DENTAL CLINICS	110
SCHOOL NURSES.....	112
ACCESS TO BABY & CHILD DENTISTRY (ABCD) PROGRAM	114
COMMUNITY BASED ORAL HEALTH PROGRAM.....	116
CHILDREN’S CRISIS OUTREACH RESPONSE SYSTEM (CCORS) AND INTENSIVE STABILIZATION SERVICES (ISS).....	118
MENTAL HEALTH OUTPATIENT SERVICES	120
MENTAL HEALTH WRAPAROUND SERVICES	122
CHILDREN’S DOMESTIC VIOLENCE RESPONSE TEAM.....	124
BEFORE AND AFTER SCHOOL PROGRAMS.....	126
ELEMENTARY COMMUNITY LEARNING CENTERS	128
21 ST CENTURY COMMUNITY LEARNING CENTER PROGRAM	130
AFTERSCHOOL AND SUMMER PROGRAM FOR ELEMENTARY SCHOOL STUDENTS	133
SEATTLE PARKS SCHOOL AGE CARE PROGRAM – SCHOOL YEAR	134

SEATTLE PARKS SUMMER DAY CAMP	136
NORTHGATE ELEMENTARY COMMUNITY LEARNING CENTER: SCHOOL YEAR	138
NORTHGATE ELEMENTARY COMMUNITY LEARNING CENTER: SUMMER.....	139
STORY TIME	141
SOCIAL ASSISTANCE AND NUTRITION.....	143
TEMPORARY ASSISTANCE FOR NEEDY FAMILIES (TANF)	145
STATE FAMILY ASSISTANCE (SFA)	147
DIVERSION CASH ASSISTANCE (DCA)	149
WIC—SPECIAL SUPPLEMENTAL NUTRITION PROGRAM FOR WOMEN, INFANTS, AND CHILDREN	151
NATIONAL SCHOOL LUNCH PROGRAM (NSLP)	153
SCHOOL BREAKFAST PROGRAM (SBP).....	155
SUMMER FOOD SERVICE PROGRAM (SFSP)	157
BASIC FOOD.....	159
CHILD CARE NUTRITION PROGRAM.....	161
FOOD ASSISTANCE PROGRAM FOR LEGAL IMMIGRANTS.....	163
AFTERSCHOOL SNACK PROGRAM.....	165
HOME VISITING.....	167
PROGRAMS WITH HOME VISITING COMPONENT	168

EXECUTIVE SUMMARY

Overview

In the City of Seattle, young children and their families are supported by a range of programs and services designed to provide child care, education, health care, and to address other basic needs. These programs are run by numerous different organizations and are funded through a variety of federal, state, and local sources.

The focus of this study was to inventory the publicly-funded programs and services that provide direct support to children birth through third grade and develop visual infographics illustrating the key data. The goals of this study were to: (1) create an accessible picture of the economics of the existing early learning and support system, (2) inform early learning policy discussions by showing the various programs and connections (or lack of connections) across revenue sources, and (3) help identify potential gaps in service.

While this study brings together new information for the first time to illustrate the extent of early learning support, the analyses are subject to the following limitations:

- The study focused on programs funded by public sources and administered by public entities.
- The study was limited to programs that serve children directly.
- Numerical data in Program Inventory:
 - Much of the information described in this report has been provided by the organizations administering the programs, and verified to the extent possible by BERK.
 - While BERK attempted to collect the data on number of children served and funding amounts for calendar year 2012, some organizations have different reporting periods and provided information most easily available.
 - In some cases BERK was not able to obtain information for the city-level geography.
- The study did not assess the quality of the programs and services or outcomes, and the extent to which they meet the needs of eligible children.
- The study did not assess the extent of partnerships or collaboration among programs.
- The estimates of *eligible population* do not necessarily correlate with the *demand* for an individual service.

Program Inventory

Programs and services that supported young children birth through third grade in the City of Seattle in 2012 were classified into the following six categories:

1. Child Care and Early Education
2. Elementary Education
3. Early Intervention
4. Before and After School Programs
5. Health Care
6. Social Assistance and Nutrition

Exhibit ES- 1 below provides an overview of these programs, which ranged in scale from serving less than 100 children to more than 20,000. Overall, these publicly-run programs were supported by at least \$275 million of public funding.

Exhibit ES- 1
Programs Serving Children Birth to Third Grade in the City of Seattle, 2012

Category and Program Name	Number of Children Served	Funding Amount	Funding Sources		
			Fed.	State	Local
Child Care and Early Education					
Child Care					
Working Connections Child Care Program (WCCC)	2,620	\$ 1.81 M ⁰	F	S	
Seattle Child Care Assistance Program	460	\$ 2.34 M ⁰			L
Seattle Early Learning Network Subsidy (ELN)	42	\$ 0.27 M			L
Regional Homeless Child Care Program	660	\$ 0.44 M	F		
Early Education					
Early Head Start	232	\$ 2.91 M	F	S	
Head Start	1,116	\$ 10.21 M	F		L
Early Care and Education Assistance Program (ECEAP)	330	\$ 2.19 M	F	S	
Seattle Step Ahead	450	\$ 3.77 M			L
Seattle Parks Preschool Program - School Year	343	N/A ^{>}			L
Seattle Parks Preschool Summer Camp	129	N/A ^{>}			L
Parent Child Home Program (PCHP)	40	\$ 0.15 M [^]			L
Elementary Education					
Basic Instruction					
Basic Instruction	15,705	\$ 34.57 M		S	L
Full Day Kindergarten	832	\$ 3.22 M		S	
Academic Support Programs					
Family Support Workers	1,161	\$ 2.81 M			L
Title I, Part A	5,577	\$ 2.17 M	F		
School Improvement Grants	519	\$ 0.45 M	F		
Highly Capable	371	\$ 0.07 M		S	L
Special Education	2,806	\$ 27.97 M	F	S	L
The Learning Assistance Program (LAP)	686	\$ 0.49 M		S	
Readiness to Learn (RTL)	100	\$ 0.05 M		S	
Refugee School Impact	78	\$ 0.04 M	F		
Academic & Family Support for Homeless Children	40	\$ 0.11 M ⁰	F		L
Migrant and Bilingual Support					
State Transitional Bilingual Instructional Program/Title III (Limited English Proficiency)	2,725	\$ 10.44 M	F	S	L
Title I, Part C Migrant	43	\$ 0.02 M	F		
Early Intervention					
Early Intervention Birth to Three Program	400	\$ 2.80 M	F	S	L
Medicaid Treatment Child Care (MTCC)	146	\$ 2.52 M	F	S	
Early Intervention Program (EIP) & Early Family Support Services (EFSS)	N/A	N/A		S	
Before and After School Programs					
Elementary Community Learning Centers	281	\$ 0.69 M			L
21st Century Community Learning Center Program	N/A	N/A	F		
Seattle Parks programs	N/A	N/A			L
Story Time	81,215	\$ 0.18 M ¹			L
After-School and Summer Program for Elementary School Students	376	\$ 0.18 M			L
Seattle Parks School Age Care Program - School Year	894	\$ 0.76 M ⁰⁻¹			L
Seattle Parks Summer Day Camp	1,061	\$ 0.59 M ⁰⁻¹			L
Northgate Elementary Community Learning Center: School Year	24	\$ 0.05 M			L
Northgate Elementary Community Learning Center: Summer	48	\$ 0.09 M ⁰⁻²			L

Category and Program Name	Number of Children Served	Funding Amount	Funding Sources		
			Fed.	State	Local
Health Care					
Insurance					
Apple Health for Kids	21,368	\$ 83.00 M	F	S	
Support Services					
The First Steps (Infant Case Management)	2,880	\$ 0.25 M	F	S	
Children with Special Health Care Needs	600	\$ 0.44 M ²	F	S	
Child Care Health Program	N/A	\$ 1.07 M ²	F		L
Nurse-Family Partnership (NFP)	187	\$ 5.19 M ³	F	S	L
Parent Child Assistance Program (PCAP)	99	\$ 0.55 M	F	S	
Medical and Dental Care					
PHSKC Medical Clinics	5,051	N/A ⁰	F	S	L
PHSKC Dental Clinics	5,741	N/A ⁰	F	S	L
School Nurses	15,705	N/A	F	S	L
Access to Baby & Child Dentistry (ABCD) Program	N/A	N/A	F	S	
Community Based Oral Health Program (CBOHP)	1,491	\$ 0.42 M	F	S	L
Mental Health					
Children's Crisis Outreach Response System (CCORS)	974	\$ 2.63 M ²		S	L
Mental Health Outpatient Services	9,500	\$ 21.00 M ²	F	S	L
Mental Health Wraparound Services	300	\$ 4.35 M ²			L
Children's Domestic Violence Response Team	120	\$ 0.22 M ²			L
Social Assistance/Nutrition					
Social Assistance					
Temporary Assistance for Needy Families (TANF)	6,975	\$ 11.62 M ⁴	F	S	
State Family Assistance	121	\$ 0.41 M ⁴		S	
Diversion Cash Assistance (DCA)	292	\$ 0.22 M ⁴		S	
Nutrition					
WIC-Special Supplemental nutrition Program for Women, Infants, and Children	5,700	\$ 1.05 M ⁵	F		
National School Lunch Programs (NSLP)	15,705	\$ 2.83 M	F	S	
School Breakfast Program (SBP)	15,705	\$ 0.77 M	F	S	
Summer Food Service Program (SFSP)	3,758	\$ 0.60 M	F		
Basic Food Program (Food Stamps)	20,920	\$ 44.83 M ⁴	F	S	
Child and Adult Care Food Program (CACFP)	3,662	\$ 1.52 M ⁴	F		L
Food Assistance Program for Legal Immigrants	19	\$ 1.04 M ⁴	F	S	
Afterschool Snack Program	15,705	\$ 0.06 M	F		

⁰ Number of children for 0-12² The program is fee-based; however, the City provides facilities and administrative support⁴ Reflects only publically funded PCHP slots⁰⁻¹ Number of children for 5-12⁰⁻² Number of children for 6-10¹ Data is duplicative and does not represent unique children² The data is for all of King County³ Funding data is for all of King County⁴ Funding for families with at least one child 0-8⁵ Data for PHSKC sites only⁶ We were not able to estimate number of eligible children for these programs⁷ Number reflects total referrals; not all children may have been eligible⁸ Only estimating children up to 250% of FPL⁹ Difference between eligible and served population is within the margin of error of ACS estimates

New Supports

Several developments have occurred in the past two years that will add significant resources to support early learning initiatives and children from birth to third grade in Seattle. These include renewal of the City of Seattle's Families and Education Levy in 2011 at \$231 million over seven years; award of a \$40 million Race to the Top – District grant to a consortium of seven school districts, including Seattle; and passage of the Affordable Health Care Act.

Proposed Supports

Increasingly public support for early education is a legislative priority due to the growing body of evidence on its influence on life outcomes. There is passed and proposed legislation and policy at the state and national level that has the potential to increase financial and other support, including early learning opportunities, child care reform, Transitional Bilingual Instructional Program (TBIP) and Learning Assistance Program (LAP) expansion, and the President's proposal to make substantial investments in early learning.

Population Demographics

The demand for the programs included in this inventory is driven by the needs of the underlying population. For this study, the relevant subset of the population is children from birth to 8 years old living in the City of Seattle. The report describes the size and demographics of the relevant population by characteristics such as age, poverty, disability status, and English language proficiency.

Age

The 2010 American Community Survey (ACS) estimated that there are about 56,500 children birth to age 8 living in the City of Seattle, which comprises about 9% of Seattle's estimated population of 620,800. The number of children at each age level decreases with age; while there are about 7,300 children under age 1 in Seattle, there are only about 5,300 children that are 8 years old.

Race and Ethnicity

Race. About 37,900 (62%) children age birth to 9 in Seattle identify as white only, which is lower than the 71% who identify as white only in the City-wide population of all ages. About 7,700 children (12%) age birth to 9 identify as Asian or Pacific Islander only, about 7,000 children (11.5%) identify as two or more races, and about 6,500 children (10.5%) age birth to 9 identify as black only.

Ethnicity. The Census and American Community Survey ask about ethnicity separately from race; people who report their ethnicity as Hispanic or latino can also identify as any of the races noted above. About 4,100 children (7%) age birth to 9 in Seattle are Hispanic or latino. Citywide, about 6% of the total population of all ages is Hispanic or latino.

Poverty and Homelessness

Many of the programs included in this study serve children living at or near the federal poverty level. Citywide, about 15% of Seattle's population had an income at or below the federal poverty level within the past 12 months. In total, there are about 7,500 of children under age 8 in Seattle living below the federal poverty level (approximately 13% of total number of children under 8).

The Seattle/King County Coalition on Homelessness conducts a count of homeless people, including children, throughout King County each year. The 2013 count found that there are about 8,800 homeless people in King County, and about 1,500 (17%) of the County's homeless are children under age 12. For the 2012-13 school year, Seattle Public Schools estimated that about 520 out of 15,700 children in kindergarten through third grade are homeless, or about 3.3% of students.

Health Insurance Coverage

Citywide, about 88% of the population has health insurance coverage (including Medicaid). This percentage is higher for children under age 6 (96% of whom have health insurance) and children ages 6 to 17 (92% of whom have health insurance). These percentages imply that about 6,200 children up to age 17 are currently without health insurance coverage in the City.

Children with Disabilities

Overall, less than 1% of children under age 5 and about 4% of children ages 5 to 17 have a disability. Applying these percentages to the total population at each age range implies that there are about 2,600 children under age 18 in Seattle with a disability.

Languages Spoken at Home

About 68,900 children age 5-17 in Seattle, or 70% of school-age children, speak English at home, which is a smaller percentage than the population of Seattle overall. The most common languages spoken at home other than English are Asian or Pacific Island languages (12%, or 11,800 children), Spanish (6%, or 5,900), and other Indo-European languages (3%, or 3,200 children). About 8,400 children age 5-17 in Seattle, or 9%, speak a language other than those identified.

About 5,500, or 11%, of Seattle Public Schools students are enrolled in the English Language Learners (ELL) program. Of these, about 2,725 are enrolled in K to third grade.

Summary of Findings

Overarching Findings

While the primary focus of this research was to develop an inventory of publicly-funded and publicly-administered programs supporting children birth to third grade in the City, the data collection process surfaced the following overarching findings about the existing early support structures:

- **No comprehensive system of services for children birth to third grade.** Our inventory of public services for children birth to third grade encompassed six areas of support: Child Care and Early Education, Elementary Education, Early Intervention, Health Care, Before and After School Programs, and Social Assistance and Nutrition. While there is some overlap of funding sources and target population within each of the categories, there are few administrative or strategic connections across the categories to support alignment of funding and wraparound services for children served by multiple entities.

The programs and services are administered by distinct, often siloed systems at the state, regional, and local level, with many regulations and restrictions around agency procedures and use of different funding sources. There is an opportunity to increase collaboration and integration of services in ways that would improve outcomes related to children's education, health, and overall well-being.

- **Varying levels of data tracking and reporting ability.** While some agencies were able to submit detailed data on the number of children served, dollars spent, and funding sources at specific geographies, other organizations were unable to provide this level of detail.

The programs that were unable to provide detailed data had different challenges. Some agencies, for example, serve a wider age range of children than is addressed in this study, and were unable to separate out children by age. Other agencies serve either a countywide or statewide population, and could not separate their constituents at the City of Seattle level. For some programs, recent reorganizations at the state level have resulted in lost institutional knowledge of the program's data structure as program administration was transferred from one agency to another.

- **Multiple funding sources with specific restrictions reduce ability to flexibly meet demand.** Many organizations surveyed have multiple funding sources at the federal and state level, each of which may have restrictions on the age of children that can be served, family's level of income, and/or the types of services and support the programs can fund. So, while an organization may have a total budget that seems large enough to support the target population, the funds cannot be mixed to leverage the full potential of that level of funding or to focus on different needs as they change during the course of a year.
- **Limited information on home visiting programs.** While the 2011 *Home Visiting Needs Assessment* completed by the Washington State Department of Health provides some information about home visiting services at the county level, we were not able to paint a clear picture of those home visiting services provided within the City of Seattle. There are several organizations that fund home visiting work, including the Department of Early Learning, Thrive by Five, and United Way of King County (private funder). Further research is needed to determine how much collaboration is happening in this arena to ensure maximum coverage of need and prevent duplication of services.

Gap Assessment

During the program inventory process, organizations were asked for estimates of the total population in Seattle that would qualify for and potentially benefit from their services or support. While several programs were able to estimate need, most programs surveyed had limited or no information on the magnitude of unmet need for their services.

This study provides estimates of eligible populations for order of magnitude comparisons between the number of children served by various programs and the number that could be served. However, it is important to note that the *eligible population* does not necessarily correlate with the *demand* for an individual service. Many eligible children may not require services due to elective participation in private programs or available support from family and friends.

Overall, there is an opportunity for organizations that are able to understand and quantify this need for services to make a stronger case for fundraising efforts or increased funding from existing sources to serve the entire eligible population. Programs that represent a significant opportunity for expanding the population served include the following:

- Eligible populations for Working Connections Child Care Program (WCCC), Seattle Child Care Assistance Program, and Seattle Early Learning Network Subsidy are estimated to be significantly higher than the actual number of children served in 2012.
- Early Head Start serves a fairly small proportion of children birth through 2 years old – approximately 10% of the estimated eligible population of 3,000 children.
- About 830 children (approximately 13% of all eligible children age 5) in Seattle currently attend Seattle Public Schools' Full Day Kindergarten programs at no charge through the state-funded program. This is almost a third of approximately 2,930 children enrolled in full-day and half-day kindergarten programs in SPS. Fully-funded full-day kindergarten is being phased in for all students; for more information, please see the discussion in the Proposed Supports section of this report.
- The Family Support Worker program serves approximately 7% of its eligible population. While all Seattle Public Schools elementary school students are eligible, the Family Support Worker program generally focuses on students that are not meeting standards, not making progress on the Measures of Academic Progress (MAP) state tests, and/or chronically absent, in addition to coming from complex home environments.

- Early Intervention Birth to 3 programs serve approximately 400 children in the City of Seattle, compared to an estimated 2,100 to 2,700 children that may have developmental disabilities or delays. There is a recognized need for more developmental screening in primary care, as well as better follow-through between the identification of a concern and the receipt of developmental services.
- A small proportion of Seattle Public Schools students in Kindergarten through fifth grade are being served by the Community Learning Centers (less than 2%).
- A small proportion of children in Seattle are being served by the Seattle Parks School Age Care and Summer Day Camp programs (less than 2%).
- The Nurse-Family Partnership program serves approximately a quarter of its eligible population in Seattle.

Program Goals and Performance Measures

Many of the agencies surveyed do not set specific goals or track the performance of their programs and services using quantitative measures. Although many have overarching goals, often built into their mission statements, few have identified desired, measurable outcomes and even fewer have developed specific performance targets. Without this type of evaluation structure in place, it is difficult for organization management and funding providers to understand program effectiveness and make strategic choices to improve program performance.