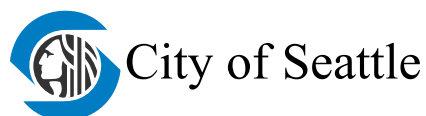




# SEATTLE PRESCHOOL PROGRAM ACTION PLAN

A blueprint for narrowing the  
opportunity and achievement gap



PROPOSED BY MAYOR ED MURRAY

# 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 less than the 200% of the federal poverty level.
- » Tuition will be on a sliding scale for families earning more than 200% 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-years-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
- ☑ Free for families up to 200% of federal poverty level (\$47,700 for a family of four)
- ☑ Families up to 600% of federal poverty level (\$143,100 for a family of four) pay no more than 40% of costs, with higher income families paying a greater share

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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

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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.

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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.



## 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 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).

## 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.

## 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.

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## 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.

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## 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.

## **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.

# PROGRAM BUDGET

TRAP IN  
CEILING  
F. A.  
ROOM

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>



# 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:

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

## Sliding Scale for Tuition \*estimated slot cost to providers

Minimum federal poverty level	Maximum federal poverty level	% of avg cost	Annual copay amount (2014)	Max household income, family of 4
0%	110%	0%	0	\$23,850
110%	130%	0%	0	\$31,005
130%	185%	0%	0	\$44,123
185%	200%	0%	0	\$47,700
200%	250%	5%	\$535	\$59,625
250%	300%	10%	\$1,071	\$71,550
300%	400%	20%	\$2,142	\$95,400
400%	500%	30%	\$3,212	\$119,250
500%	600%	40%	\$4,283	\$143,100
600%	700%	50%	\$5,354	\$166,950
700%	800%	60%	\$6,425	\$190,800
800%	900%	70%	\$7,495	\$214,650
900%	1000%	80%	\$8,566	\$238,500
1000%		90%	\$9,637	n/a
			<b>*\$10,708</b>	

# 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**

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

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.

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**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.

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# ACKNOWLEDGEMENTS

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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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**Attachment B:** Curriculum Comparison Matrix

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**Attachment E:** Interactive Financial Model Assumptions and Documentation

## EXECUTIVE SUMMARY

### Overview

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.

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

	<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>Contracting/Funding Mechanism</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>Provider Selection Process</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>Student Eligibility</b></p>	<p><b>At the Full Program Roll-Out</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>During Program Phase-In Period</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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	<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><b>Teacher-Student Ratio and Class Size</b></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><b>Dosage: Classroom Hours</b></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><b>Staff Education Requirements</b></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>

	<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><b>Curricula</b></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>

	<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” policy</b> 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><i>Health Support</i></p>	<p><i>Health Services Delivery</i></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.

	<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><i>Kindergarten Transitions</i></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.



### 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.

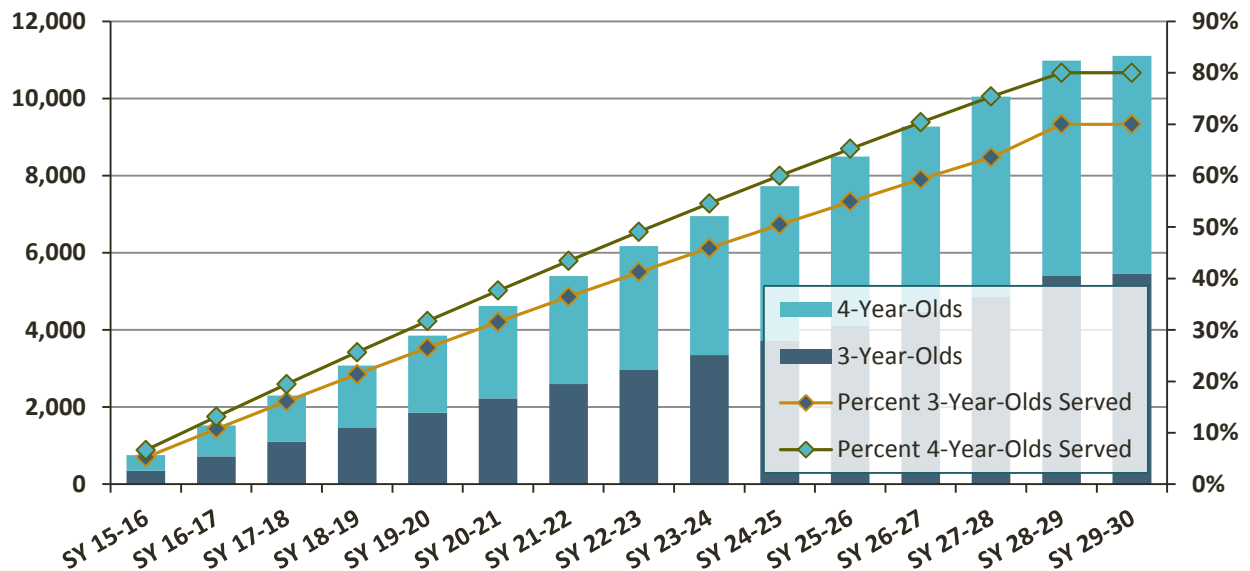
### Assumptions for Program Size During the First Year

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.

### *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**.

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

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

Unit	Unit Functions
<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

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.

- **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>	\$ 104.6 M	\$ 395.2 M	\$ 499.7 M	<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>	\$ 13.4 M	\$ 34.0 M	\$ 47.3 M	<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>	\$ 17.4 M	\$ 35.8 M	\$ 53.2 M	<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>	\$ 135.3 M	\$ 465.0 M	\$ 600.3 M	<b>96.9%</b>
<b><u>Capacity Building</u></b>	\$ 13.1 M	\$ 6.4 M	\$ 19.5 M	<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>	\$ 148.4 M	\$ 471.4 M	\$ 619.7 M	
<b><u>Revenue and Funding</u></b>	\$ 79.4 M	\$ 172.1 M	\$ 251.5 M	<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>	\$ 68.9 M	\$ 299.3 M	\$ 368.3 M	

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)**

<b>Example Levy Costs</b>	<b>4-Year Levy (2015-2018)</b>	<b>7-Year Levy (2015-2021)</b>
<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

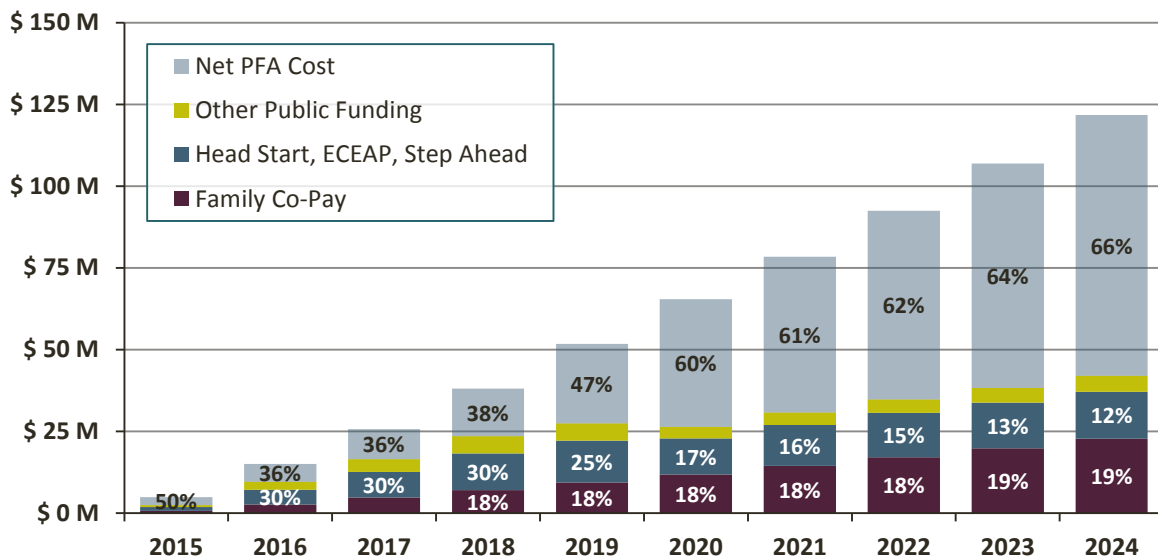
The financial model incorporates funding from existing federal, state, and city programs to offset the total cost of the PFA program. Current programs such as Head Start, ECEAP, Working Connections Child Care, Child Care Assistance Program (CCAP), and Step Ahead subsidize the per-child costs of providers 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)**

<b>Family Income Level</b>	<b>Average Provider Per-child Cost</b>	<b>Annual Family Co-Pay</b>	<b>Co-Pay as % of Provider Per-child Cost</b>	<b>Family of Four Max Income</b>	<b>Tuition as % of Max Income</b>	<b>Total Amount Paid by Family for Full-time Care<sup>1,2</sup></b>	<b>Amount Paid by Family as % of Total Full-time Per-child Cost</b>
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.